



**UNIVERSITY OF
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GRADUATE SCHOOL OF BUSINESS & LEADERSHIP

**A Systems Thinking Approach to a Sustainable Management Model
for the KwaZulu-Natal Department of Social Development's Youth
Academies**

by

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of

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DECLARATION

I, **Frederick Matthews Dumisani Xaba**, hereby declare that this study represents my original work and has not been submitted in any form to another university. Where use has been made of the work of others, this has been duly acknowledged in the text.

Frederick Matthews Dumisani Xaba

Date

DEDICATION

This work is dedicated to the Almighty God for giving me wisdom, good health, perseverance and resilience during the trying times during the journey.

I also dedicate this work to my family who continuously encouraged me to carry on even during difficult times. Thank you for putting up with my absence and the constantly busy schedule of research and writing.

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ABSTRACT

In South Africa, like in most developing countries, the provision of integrated youth development programmes is vitally important to provide the future workforce with the crucial and relevant skills for the modern economy. The youth development academies under the Department of Social Development in the Province of KwaZulu-Natal, South Africa, are an innovative approach by government to deal with the dearth of skills, and high unemployment rates among the youth.

Through the examination of the youth academy vignettes, the study sought to examine whether the current management approaches were effective in supporting the objectives of the youth development academy conceptual framework and what theoretical framework underpinned the model for the youth development academies and the management thereof.

The study followed a mixed method approach where both quantitative and qualitative methods of data generation were used. The Soft Systems Methodology (SSM) was applied to critically analyse the environmental dynamics that had an influence in the organizational complexity. Furthermore, the study used the Ralph Stacey Model and stakeholder theory to highlight and analyse complex areas of contestation between the different stakeholders. The study then proceeded to use a causal loop analysis to identify systems determinants for sustainability.

The study found shortcomings and limitations with the current management model which is based on partnerships because of the complex relationships between stakeholders. The study also found that causal loop analysis provides an opportunity to identify explicit complex cause-and-effects relationships and high probability risks, which need to be anticipated and mitigated. It then recommends a systems approach for managing the academies in a complex dynamics of power relations, complexity and social norms.

This study contributes to the knowledge domain of the management of youth development academies using a systems approach in a state and the not-for profit organization partnership model. It further enhances the deeper understanding of the

complex challenges that exist in such a partnership model within a community development praxis.

Keywords: Systems thinking, complexity theory, causal loops, Ralph Stacey Model, youth development academies

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ACRONYMS

CAS	: Complex Adaptive System
DARD	: Department of Agriculture and Rural Development
DoE	: Department of Education
DoH	: Department of Health
DHA	: Department of Home Affairs
DHET	: Department of Higher Education
DSD	: Department of Social Development
GP	: Gauteng Province
HIV	: Human Immunodeficiency Virus
HOD	: Head of Department
KZN	: KwaZulu-Natal
MEC	: Member of the Executive Council
NEET	: Neither in Employment nor Education and Training
PhD	: Doctor of Philosophy
SADC	: (The) Southern African Development Community
SANDF	: South African National Defence Force
SAPS	: South African Police Service
SLA	: Service Level Agreement
TVET	: Technical Vocational Education and Training
SSM	: Soft Systems Methodology
UKZN	: University of KwaZulu-Natal
UNESCO	: United Nations Education, Scientific and Cultural Organization
UNISA	: University of South Africa
VCM	: Viable Constellation Model
VSM	: Viable Systems Model
USA	: United States of America

CHAPTER 1

1.1 INTRODUCTION

The purpose of this chapter (Chapter 1) is to introduce the study and provide the background to the concept of youth development academies under the Department of Social Development in the province of KwaZulu-Natal, in South Africa in an effort to set the stage. The youth development academies are an innovative approach by government to deal with the dearth of skills, high unemployment rates and anti-social behaviour among the youth. They were established in 2013 as an audacious and innovative response to the intractable challenges facing young people. The conceptual framework for the youth development academies is premised on two pillars, that is, behaviour change and vocational skills development within a community development praxis (youth development academies Conceptual Framework, 2013). The youth development academies are currently managed by non-profit organizations (NPOs) as implementing agents on behalf of government. Within the premises of the academies there are social cooperatives involved in catering, baking, cleaning, sewing and vegetable and poultry production run by approximately fifty members. There are in the region of thirty-two support staff members in the academies.

Recognizing that the youth development environment is characterized by complexity, constant change, unpredictability, contestation, diversity and the divergent views of various stakeholders, there is a need for a sustainable approach to improve management in a manner that recognizes these contextual and environmental challenges.

1.2 SCOPE OF THE STUDY

The study was located in the province of KwaZulu-Natal, South Africa. The scope of the study focused on the two youth development academies owned by the Department of Social Development, namely Sicabazini, located in the uMkhanyakude District and Vuma, located in the King Cetshwayo District. They are in Ward 16 in uMhlabuyalingana and Ward 8 in uMlalazi Local Municipalities respectively. The academies are within the Tembe

and Shange traditional authorities. They both have an annual intake of approximately 220 young people from KwaZulu-Natal.

1.3 RATIONALE OF STUDY

The motivation to conduct a study of this nature was based on the monitoring and evaluation reports generated by the Department of Social Development. The Department of Social Development's Monitoring and Evaluation Reports (2014; 2015) identified the lack of achievement of performance targets, lack of capacity, weak governance measures and serious management and leadership challenges by the NPOs as the main hindrances to the youth development academies achieving success. The same findings are corroborated by the Auditor-General's Management Report for the Department of Social Development (2014; 2015) and the KwaZulu-Natal Provincial Treasury Youth Development Quality Assurance Report (2015; 2016).

The interplay between the macro (national), meso (provincial) and micro-level (local and youth academy site specific) policy, planning and management settings create a complex and dynamic environment for the management of the youth development academies. The ideological and policy contestations, coupled by the capacity challenged by NPOs would appear as having a debilitating effect on the effective functioning of the academies. Here, a sustainable management approach is proposed to address current complex shortcomings in the long-term management of the academies. The use of the concept of 'sustainable management' is more common in the discipline of environmental management and development. In this instance, it is used to capture the ecological interplay between the various stakeholders who have a direct or indirect influence on the management of the academies.

The environment in which the academies exist is characterized by a rich 'ecosystem' of stakeholders, which includes the national, provincial and local government, traditional leadership, the local community, the boards of NPOs managing the academies, the NPO staff and the social cooperatives operating in the academies. In South Africa and more specifically in the province of KwaZulu-Natal, the concept of tribal leadership has been replaced by traditional leadership because of colonial connotations that the term 'tribal'

conjured. In this study reference is made to the notion of traditional leaders when referring to community leaders in rural areas, who, because of their hereditary status, primogeniture birth lineage and genealogy, become leaders of a defined community (Mmusinyane, 2008; COGTA, 2017).

A systems approach to a sustainable management model in this regard would refer to a long-term sustainable approach to managing the youth academies. Jackson (2003) and Khanyile (2015) argue that organizations need to adapt quickly and effectively to the constant changes in their environments in order for them to remain sustainable. In this study it is argued that in order for the youth development academies to be adaptive to changes in the environment, a sustainable management approach is required in order for them to remain viable and sustainable.

The diametrically contrasting ideological underpinnings of the public administration paradigm premised on bureaucratic controls and those of the NPOs driven by acts of philanthropy (Abor and Ekuma, 2017), present a challenge regarding a management model for the youth development academies. The government has an obligation to the entire spectrum of the electorate and the national policy frameworks are subjected to additional public and political controls (Ekuma, 2017). NPOs on the other hand, may want to assert the voice of the local communities and their objectives and functions may be obfuscated by the desire to ingratiate themselves with the local community and to maximize the well-being of specific important local constituencies, or in some instances the prestige that comes with running a community organization, or even to assist office-bearers to position themselves as community activists.

Taylor (2016) writes about the growing trend of donor agencies and governments building community-based centres and working with local NPOs to provide services to those communities. This thinking can also be found in Krantz (2001) and Oxfam (2013), where the sustainable livelihood model within community development is used to support the sustainability of development interventions in various communities. This emerging trend has necessitated the need to strengthen management and leadership capacity amongst the NPOs that are recipients of donor funding, subsidies or full funding from government,

or that are in any other partnership with various stakeholders. In the case of the youth development academies, the Auditor-General's Management Reports for the Department of Social Development (2014 and 2015) and the KwaZulu-Natal Provincial Treasury Youth Development Quality Assurance Report (2015; 2016) support the need for the development of a sustainable management model for such centres.

This study utilised the systems thinking approach to analyze and propose an alternative and sustainable management approach for the youth development academies. System thinking as a philosophy is fast gaining a greater traction and a degree of importance in analysing complex phenomenon since it is premised on examining a problem as a whole rather than its isolated parts (Sterman, 2006). A model or an approach can be described as an illustrative process or a depiction that assists in developing an insight into concepts, designs and theories of a phenomenon that is otherwise complex to understand (Bezuidenhout, 2014).

Systems thinking approaches are premised on the understanding that social systems, public service, institutions, the economy, communities, private companies and organizations are the interconnected and interdependent parts and sets of sub-systems that make the whole system perform efficiently (Bodhanya, 2016). In this study, systems thinking was used to examine the structures, patterns and behaviours leading to events at the youth development academies that inform the current management practices and the challenges thereof in seeking a new and sustainable management approach. Systems thinking therefore seeks to examine organizations as systems made up of various parts or sets but that are seen as a whole, as opposed to a reductionist approach that looks at parts in a disconnected and isolated manner (Senge, 1992). Using systems thinking as a tool to diagnose social organizations' management challenges was deemed appropriate for this study. This is because systems theory contends that given the complexity of the environments in which social organizations exist, the interconnected and interdependent parts of the organization as a system have to be viewed holistically to gain a better understanding of the organization (Jackson, 2003). It is therefore critically important that the different parts perform in a mutually symbiotic manner to achieve system efficiency and effectiveness (Jackson, 2003). The systems approach was

therefore appropriate for this study from the systems thinking perspective, where various stakeholders such as the government, NPOs, the community and private sector all have a shared interest in the success of youth development academies, and the proposed alternate and sustainable management approach for the youth development academies would facilitate this interconnectedness. The efficient performance of the whole system is premised on the interconnectedness and interdependence of parts and sets of the sub-systems in the form of social systems, public service institutions, the economy, communities, private companies and organizations (Bodhanya, 2016). This assertion underscores the value of using the systems approach to develop a model that would create sustainability in the management of the youth development academies.

The study also employed the complexity theory, considering that the factors that contribute to complex problems are interdependent and multiple and interact with one another in numerous dynamic ways that vary radically at the micro, meso and macro levels. This means that complex problems do not have certain or predictable outcomes and their variables are non-linear. Bodhanya (2016) contends that complexity thinking is about reaching an optimization stage in systems thinking. This contention should be understood within the cogent critical analysis of perceiving the systems approach as a way of understanding the emergent complexity within the system and to bring about a certain degree of simplicity to the existing complex problem to be addressed.

The study also used the Soft Systems Methodology (SSM) in an attempt to identify the management and leadership challenges in the youth development academies. This was in the form of CATWOE (Clients, Actors, Transformation, World View, Owners and Environment) The SSM's CATWOE is an action-oriented tool used to solve complex problems in organizations in an integrated manner (Checkland and Poultrier, 2010).

1.4 PROBLEM STATEMENT

The youth development academies have management and governance challenges that limit their ability to achieve their objectives. These range from poor academic results to poor controls in managing resources and non-alignment to the primary objectives of the youth academies. These challenges are documented in the Department of Social

Development's monitoring reports (2014 & 2015) and also appear in the Auditor-General's Audit Management Reports for the Department of Social Development (2014 & 2015) and the KwaZulu-Natal Provincial Treasury Youth Development Quality Assurance Reports (2015; 2016).

The non-profit governance and management models are typified by philanthropic board or management committee structures, which are voluntary bodies of association (NPO Act, 1997).

Government-owned institutions, whether directly managed by government or by NPOs as agencies, are likely to exhibit less flexibility in terms of governance and management structures due to the bureaucratic nature of public management. Weiner and Alexander (1993) and Taylor et al., (2016) suggest that government-owned and managed institutions, besides the management controls, are also subjected to additional public and political controls as opposed to those that are managed by NPOs. This gives rise to a myriad of management and governance challenges for the NPOs.

The rationale for this study therefore arose from the dichotomous and diametrically opposed approaches to the management and leadership of public institutions by government on one end, and non-profit organizations (NPOs) on the other.

1.5 THE AIM OF THE STUDY

The aim of the study was to analyse the current management systems and processes at the youth development academies and identify challenges with such processes; through the use of cogent theoretical frameworks, to explore possible approaches to deal with the identified challenges.

The aim of the study was mainly influenced by the monitoring reports by the Department of Social Development for two successive years of 2014 and 2015, which identified weaknesses in the management of the affairs of the youth development academies which were further corroborated by the Auditor-General in the corresponding years and the

1.6 OBJECTIVES OF THE STUDY

The objectives of the study were to:

- identify the current management processes of the youth development academies;
- examine the paradigmatic foundations that inform the current management processes of the youth development academies;
- apply the systems thinking approach in the identification of the weaknesses in the current management processes; and
- use the systems thinking approach to propose a sustainable management model that combines the interests of government and other stakeholders in the management of the youth development academies.

1.7 THE RESEARCH QUESTIONS

The study used the following research questions to support the research objectives:

- What are the current management processes at the youth development academies?
- What are the paradigmatic foundations that inform the current management processes at the youth development academies?
- Through the application of the systems thinking approach and complexity theory, what are the weaknesses and challenges of the current management processes?
- Through the lens of systems thinking, what would be a more sustainable management model for the youth development academies?

1.8 SIGNIFICANCE OF THE STUDY

The significance of the study centres primarily on the meaningful and scholarly contribution that it sought to make on the subject of managing youth development

academies in an agency model between the state and the NPOs. The study will further seek to enhance the understanding of the challenges within the state-NPO partnership within a community development praxis. It drew attention to the complex nature of the relationship between government, NPOs, private sector, the community, traditional leadership, local government and suggest possible approaches to deal with such challenges.

1.9 RESEARCH DESIGN

Research experts such as Pilkington & Pretorius (2015) describe a research design as the process that the researcher follows in executing the research plan. The unit of analysis, which are the two youth development academies, was disaggregated and broken down into the various stakeholders to make up the population for the study. From the total population, a sample was identified and the research exercise implemented. The disaggregation, as alluded to earlier in this study, was due to the existence of various stakeholders such as the government, NPOs, the community and private sector who all have a shared interest in the success of youth development academies. This study applied a humanistic-interpretative paradigm, which entails the examination of the manner in which reality is socially constructed and interpreted. This was relevant as it used human experiences to explore possibilities and limitations within the explorative meta-theory to understand the current management processes at the youth development academies. The study was located within the phenomenology, which is concerned with the stories of the people who have 'lived' the experience in the youth development academies. The definition of phenomenology can be found in writings by Husserl (2012), who described it as a process that is mainly focused on understanding social and psychological phenomena from the perspective of the people whose lives were interlinked either directly or indirectly to the experience. It appears that to a large extent, phenomenology has to do with reality and lived experience and this is where epistemologically lessons were drawn, as phenomenology is concerned with the way in which the people who were part of the phenomenon experienced it through their accounts and stories.

The research methodology, as the epistemological foundation of the enquiry, was the mixed methods application, using both qualitative and quantitative approaches. It was an appreciative enquiry located within an interpretative paradigm (du Plooy et al., 2014). The mixed method design strategy was sequentially exploratory and characterized by two phases, the initial one being the qualitative data collection and analysis followed by the second phase that involved quantitative data collection and the analysis thereof (Creswell, 2013). This assisted the researcher to explore a phenomenon and to develop the new model informed by the emerging themes from the data analyses.

Primary sources of information were the in-depth semi-structured interviews, focus group discussions and questionnaires with a variety of key informants who were identified because of their direct or indirect involvement in the youth development academies. The primary aim was to solicit and gain deeper understanding on the perceptions, views and perspectives from the stakeholders to explore and appreciate the nature and complexity of feedback influences inherent in the overall management sustainability of the NPOs managing the youth development academies. The geographic location of the academies meant there were long distances to travel from Durban or Pietermaritzburg to Manguzi and Eshowe, including hinterlands of these towns to engage with some of the community members. Semi-structured interviews varied between one hour to two hours in duration, depending on how much detail was provided by informants. The focus groups which consisted of open-ended questions and were targeted mainly at NPO board members, participants in the social co-operatives and middle level managers from the Department of Social Development.

Secondary data was sourced from official reports and documents and numerous previous research studies pertaining to NPOs, the management thereof, funding regimes, community college system and theoretical frameworks. The information from the different youth academies' official websites and intranet repositories of different relevant organizations was used. These secondary data sources were thoroughly examined, and together with the data from the interviews and questionnaires contributed to the construction of comprehensive and detailed causal loop diagrams (CLDs) and to develop

a model depicting how the feedback data contributed to the youth development academies' overall management sustainability.

1.10 RESEARCH APPROACH

The approach to the study was exploratory and the mixed methods approach that combines both qualitative and quantitative methods was utilised. An inductive approach was also employed. According to du Plooy (2014), an inductive approach is based on an inference and known premises that are used to generate conclusions. In this instance, what was known was that there are youth development academies with management processes and systems that were faced by serious challenges. Creswell (2013) explains that generalizing is useful when attempting to create new models or approaches. Data was collected and used to explore the phenomenon of managing youth development academies, to identify themes and patterns and to develop a new and sustainable approach.

1.11 ASSUMPTIONS AND LIMITATIONS

The Department of Social Development in the KwaZulu-Natal Province of South Africa has two youth development academies located in the predominantly rural districts of uMkhanyakude and King Cetshwayo respectively. They are managed by two NPOs through a service level agreement.

1.11.1 Assumptions

At the commencement of a study basic assumptions are thought to exist. In this case the assumptions were that the two youth development academies are geographically located in predominantly rural districts. They are within local municipalities that are significantly influenced by traditional leaders, given their rural nature. They are managed by NPOs through service level agreements that were entered into with the Department of Social Development. The various stakeholders in this relationship have a common goal. The study would either confirm or dispel these assumptions.

1.11.2 Limitations

During the data collection phase, the following points emerged as limitations. Firstly, the literacy levels of a number of the respondents were quite low. A number of board members and members of the social cooperatives needed assistance and translation of the discussion points, as they were presented in English and the respondents only spoke and understood isiZulu. The computer literacy skills were low or non-existent among the members of staff. This situation created a problem, as some staff members could not use computers to respond to the questionnaire. Their need for assistance potentially limited their willingness to express their opinions freely. Secondly, the researcher was employed by the Department of Social Development and this could have led to biased responses. A field researcher was employed to prevent these potential problems from occurring. Staff, traditional leaders and ward councillors may have structured their responses to impress or please the researcher. Thirdly, the researcher was an executive manager in the Department of Social Development and as such was acquainted with the staff at all the government departments and the youth development academies, the traditional leaders, ward councillors and social cooperatives, as they interacted on numerous occasions. The researcher was aware of some of their challenges and this could have led to biasness in the study. Mitigation strategies were employed to limit any potential bias. These strategies included the employment of field workers to collect the data.

1.12 STRUCTURE OF THE THESIS AND PREVIEW OF THE STUDY

Chapter one – Introduction: In this chapter, this study is introduced under the background section, followed by the problem statement, objectives, research questions, as well as the structure followed by the study.

Chapter two - Literature review: This chapter is concerned with the existing literature, from an African and global perspective, on the subject of youth development from a broad perspective. It explores the role of youth development academies as models of intervention within a broader education and development discourse, it discusses the management of youth academies or similar institutions designed for youth development and it examines examples of state-NPO partnerships in delivering services to

communities. The literature review in the chapter also looks at constructs of management in NPOs in general and more specifically the management of NPOs that deliver developmental programmes in partnership with the state.

Chapter three – Theoretical framework: In this chapter the study looks at the theoretical framework that underpins the management of developmental programmes for the youth. The chapter examines educational management theories in relation to out-of-school youths, it looks at the various management models thereof globally and attempts to narrow them down to those pertaining to partnerships between the state and NPOs. Development theory in the context of the youth is explained as well as ways in which this is used to locate the state-NPO relationship. It uses complexity, agency and resource-dependency theories to unpack the relationship between the various stakeholders in the management of the youth development academies in KwaZulu-Natal, South Africa. Leadership and management theories are explored to explain this relationship in a complex environment. Reasons for eliminating other theories to construct the management approach are explained. Systems theory is used to bring forth the causal relationships between the various stakeholders.

Chapter four – Research methodology: This chapter concerns itself with the research design and methodology. Research design is carefully outlined as the overarching strategy that this study followed to intensely interrogate the various components under exploration. In this chapter, full details of the way in which the data was collected, analysed and presented are provided. The research paradigm is presented, detailing the epistemological assumptions that informed this study.

In this chapter, reasons for the preference of the mixed method approach are provided. The chapter also presents details with regard to the individual research instruments that were used, followed by the data collection processes, data analyses stages and presentation. The latter sections of the research design and methodology chapter present details of the way in which the issues of ethics were dealt with, as well as matters of validity and reliability. The issues of data sources are explained in detail. Finally, the choice of participants and methodological limitations are discussed.

Chapter five – Qualitative analysis: This part of the thesis is concerned with the qualitative data presentation and analysis. It focuses primarily on the data that was generated through document analysis, focus groups and semi-structured interviews.

Chapter six – Quantitative analysis: In this chapter the study is focused on the presentation of the quantitative data that was obtained through the questionnaires that were administered. The presentation of the quantitative data is followed by an in-depth analysis thereof.

Chapter seven – Key findings: At this stage of the study the focus is on the key findings and the discussions of the findings, indicating the extent to which the study responded to the research questions.

Chapter eight – Conclusion and recommendations: This section of the study presents the conclusions that were drawn from this study and the recommendations for further studies.

1.13 CONCLUSION

The chapter outlines the introduction to the study by providing a clear background thereto, followed by the research problem against the research aims, research objectives, the significance of the study. The chapter ends by outlining the overall structure of the thesis. The next chapter focuses on the review of existing literature, from an African and global perspective, and on youth development from various perspectives. It also explores the role of youth development academies as models of intervention within a broader education and development discourse. Constructs of management in NPOs in general and more specifically the management of NPOs that delivers developmental programmes in partnership with the state are also examined.

CHAPTER 2

LITERATURE REVIEW AND CONTEXT

2.1 INTRODUCTION

The previous chapter introduced the study to the concept of youth development academies under the Department of Social Development in the province of KwaZulu-Natal, in South Africa in an effort to set the stage. That chapter briefly outlined the management systems and processes and the challenges that the youth development academies are faced with. This chapter deals with the literature relevant to the study of the management of youth development academies or just youth academies as they are referred to in some quarters.

As the concept of youth academies is broad, the literature straddles various disciplines, such as youth development, educational management and leadership, andragogy, community education and community colleges.

The focus of the study is the youth development academies that are funded by the state but managed by implementing agents in the form of non-profit organizations (NPOs). The literature review also examines partnership models between governments and civil society organizations in the provision of community development services.

To gain a deeper understanding of the environment in which the youth development academies exist with multiple stakeholders, the complexity theory was used as a tool of analysis.

The complexity theory clearly locates the youth development academies within the realm of complex systems. Organizations within complex environments exhibit characteristics of interconnectedness and interdependence and are studied as a whole, rather than different parts. Systems theory is used to demonstrate this interconnectedness and posits that studying parts of a system separate from one another is a reductionist approach.

2.2 RELEVANT LITERATURE

The concept of youth development academies being initiated by the government in the province of KwaZulu-Natal, South Africa, came about as a result of the challenges faced by young people in the country in general. The challenges were mainly as a result of a shortage of skills, unemployment and poverty (STATSSA Census Report, 2011). These challenges are further compounded by the persistence of social ills among young people in the province of KwaZulu-Natal (STATSSA Social Profile of Youth Report, 2014). In July 2012, the provincial government administration's Executive Council took a decision that the Department of Social Development, working with other government departments, state-owned entities and the business sector, should take the lead in establishing youth development academies in various parts of KwaZulu-Natal (KwaZulu-Natal ***Cabinet Resolution No. 234, of 18 July 2012***) to holistically address the persistent challenges faced by young people.

This approach is supported by the multidimensional approach to youth development (United Nations, 2012; Kwabena, 2013; United Nations, 2015; UNESCO, 2014), which suggests that for youth development programmes to be effective they have to focus on the key determinants that drive development programmes in poor communities. The suggested multidimensional approach entails education, health, living standards and wealth or income. These are not dissimilar to the United Nations (2012) development indicators, which are based on an expansive definition of youth development. Efobi & Orkoh (2017) put forward an argument against youth development approaches that focus exclusively on employment creation, as their scope is too narrow. It is argued here that such an approach ignores the complex nature of youth development in poor communities and that it is a reductionist approach that supposes that employment creation is the panacea of all youth development challenges.

The youth development academy model requires that young people enrolled be based at the academies for a period of six months where they undergo various structured life and vocational skills development programmes based on the skills sets required by the economy (Youth Development Academy Report, 2015). Their selection is based on the results of household profiling of the poorest wards in the various districts using the South

African Multidimensional Poverty Index (STATSSA, 2014) conducted by the Provincial Administration through the field workers (Operation *Sukuma Sakhe* Annual Report, 2014), which measures poverty in accordance with income, food security, employment/education, health and living conditions dimensions. This approach is consistent with the United Nations (2012) and is further articulated by Efobi et al., (2017) in arguing for an expansive, non-linear and multidimensional approach to youth development. Upon profiling those young people that meet the various criteria for admission into the vocational skills development programmes, they are admitted into the youth development academies. Their households receive various government interventions that seek to move people out of poverty. In essence, while the young people are at the youth development academies receiving training on various skills to address their lack of skills and improve their prospects on employability or self-employment, the living conditions, health status, income levels and household nutrition problems are attended to by the various government departments through a programme referred to as Operation *Sukuma Sakhe*, which is an integrated and participatory approach to poverty alleviation by the administration of the KwaZulu-Natal Province in South Africa (Operation *Sukuma Sakhe* Annual Report, 2014).

The youth development academy model envisioned by the KwaZulu-Natal's provincial administration was based on a concept that sought to address the challenges of youth development using a multi-dimensional approach that is driven through emotional development, physical well-being, cognitive development, skills development and good citizenship values. This developmental approach sought to unleash the potential of young people and provide career direction and centres on building effective partnerships with other stakeholders aimed at empowering students with a range of much-needed behaviour change and vocational skills to enable them to deal with social and economic challenges (Youth Development Academy Conceptual Framework, 2013). This approach sought to embrace a community development ethos. This initiative was piloted at eSicabazini Youth Development Academy in Umkhanyakude District and this was to be followed by further rollout of the programme in all Districts following that *Cabinet Resolution No. 234 of 18 July 2012*. The assumption was that the youth development

academy concept would succeed in a multi-stakeholder environment and that the various parties with varied ideologies, goals and objectives would, for the good of youth development, find common ground for the realization of the broad aims of the academies.

The youth academy concept has historically been more synonymous with sports, music, arts, religion and in some instances armies in some parts of the world have adopted the concept. There is an expansive list of definitions of an academy, given the wide array of disciplines in which the concept is applied. For the purposes of this study a limited number of definitions that come closer to the conceptual framework envisaged by the government were examined. The Oxford Dictionary (2014) defines an academy as a place of training, study or apprenticeship in a specific field. The Merriam-Webster Dictionary (2018) defines an academy as a high school or college where special subjects or skills are taught, whereas the Cambridge Dictionary (2018) describes an academy as a school that teaches people particular skills or behaviour. As can be discerned from the definitions presented above, the concept has evolved and assumed an expansive definition where young people are provided with a highly disciplined and conducive environment for learning that empowers them to improve their educational levels and employment prospects and become responsible and productive members of society. The United Nations has, for purposes of universality across the world, adopted a definition of youth as that of young people between the ages of 15 – 24 (UNESCO, 2018). This definition is guided by the norm that such people should be between the age where they have left compulsory schooling and the age where they find their first employment (UNESCO, 2018). This definition does not acknowledge the fluidity of definitions of youth, which are largely driven by context. The issue of context-driven definitions becomes relevant when looking at the notion of youth in South Africa, which is categorized by the Constitution of South Africa (1996) as persons between the ages of 18 and 35 years.

As this study is concerned with the concept of the youth development academy and the concept of an academy has been explored through a variety of definitions, it is a worthy exercise to look at what is meant by 'youth' and 'development'. Pittman & Wright (1991) write about the critical dimension of creating a definition of youth development that would combine processes involved as well as the intended goals for such an undertaking. This

brings into sharp focus the discourse of youth development, having gone through several structural changes over the years (Rahana, 1997; Escobar, 2000; Eccles & Gootman, 2002; Kraak, 2011) but the core architecture of the concept largely remains the same. Bertalanffy (1968), in his seminal work writes extensively about the principle of equifinality, which means that in an open system an end can be reached through various means. The fact that the discourse on youth development has seen numerous changes over the years does not mean that its fundamental structural basis has changed. The approaches have changed though given the growth in knowledge, dynamic complexity and technological advancements.

The core architecture of the youth development discourse entails a range of social behaviour programmes, after-school or holiday programmes, at times religious activities, sporting programmes and vocational skills programmes, all of which in totality seek to develop young people to be able to meaningfully and productively participate socially and economically as adults (Hirschi, 2009; Pharaoh, 2014; Holt, 2016). Although the academic literature and official reports surveyed for this research could not find any universally accepted definition of youth development, there were recurring themes that suggest a reciprocity in relationship between youth, society, youth development, education and community development. This relationship highlights the interconnectedness of the themes. Parsons (1980) talks about structural functionalism, where each part of the system functions for the whole. His central argument underscores the symbiotic or reciprocal relationship between youth development, society, community development and education. The researcher agrees with this argument as it fits into the working definition for the purpose of this study.

This study also looked at the various formats that the youth development academies have assumed in different parts of the world. In so doing, sight of the unit of analysis in this study was not lost. The Washington Youth Academy in the capital of the United States of America, explains its purpose as that of providing a conducive environment for learning for the youth in a highly disciplined environment to allow them to re-integrate into mainstream society (Washington Youth Academy News, 2018). The Pinotage Youth Development Academy in the winelands of Stellenbosch, South Africa (Newsletter, 13

December 2017), describes itself as a centre that closes the gap between high school and the world of work by providing vocational skills and personal development programmes to prepare the youth to be self-reliant adults. The Chrysalis Youth Academy in the Western Cape Province, South Africa, prides itself on unleashing the potential of young people to become responsible adults through the provision of various vocational and life skills programmes (Chrysalis Academy Annual Report, 2012). In the KwaZulu-Natal Province of South Africa, the Department of Social Development has two youth development academies, the roles of which are described as 'offering holistic youth development programmes based on two pillars of behaviour change and vocational skills development' (KZN Youth Development Academy Conceptual Framework, 2013:3).

Various authors such as Drucker (2012), Starkey (1998) and Giacalone (2013) perceive the functions of management in any organization as primarily to plan, organize, coordinate, administrate, control and direct activities within an organization to achieve set objectives. This is done through designing a strategy for the organization (Mpungose, 2011), creating an organizational structure, allocation of resources and monitoring organizational performance against the predetermined set of objectives.

When the Department of Social Development commenced with the implementation of the youth development academy model, it chose an existing state-owned community development centre named eSicabazini in the uMhlabuyalingana Local Municipality in the uMkhanyakude District to pilot the model. The Youth Development Academy Pilot Report (25 August, 2014) indicated that the site was chosen because it had an existing infrastructure, with classrooms, dormitories and a functional training centre. According to the report, the choice of the site as a pilot project met the criteria as set out in the *Cabinet Resolution No. 234 of 18 July 2012*, in that it should be a multi-stakeholder initiative and be aligned to community development principles. Kaplan (2014) defines community development as a process whereby community members take collective action and generate solutions to common problems besetting the community with the view of taking responsibility for planning their own future. According to Kaplan (2014), community development involves the economic, social, environmental and cultural wellbeing of the community through the use of community assets. The fact that this collective action is

rooted at a community level means that the community takes charge of its development. This bodes well for sustainable community development and the definition in the literature fits with the initial purpose of the centre.

The youth development academy pilot site had previously been a community development centre established by the Department of Social Development in partnership with the local rural community to provide the area with a centre that offered opportunities for small income-generating activities such as cooperatives involving baking, garment making, poultry and vegetable farming and handicraft production. The role of social cooperatives was to provide the local community with opportunities for skills development and income-generating initiatives to alleviate poverty, thereby contributing to local economic development. Eversole et al., (2014) argue strongly about the critical role that social enterprise performs in advancing social and enterprise development in rural communities by combining the for-profit ethos with community development oriented practices. There is also a skills centre and an online resource centre for distance education students studying with the University of South Africa (KZN DSD Annual Report, 2012). It was managed by a non-profit organization (NPO) formed by the community members in the area and wholly funded by government through the Department of Social Development. The design of the youth development academies and the overall objectives appear to have characteristics common with the community colleges, as proposed by the Department of Higher Education and Training in South Africa. The community college concept is based on the provision of formal literacy and numeracy to a diversified programme mix that includes formal qualifications, occupational qualifications and partial qualifications and skills through the establishment of networks and partnerships with community-based organisations (CBOs), non-governmental organisations (NGOs) and faith-based organizations (FBOs) (DHET, 2013).

At the time of establishing the eSicabazini Youth Development Academy, the Department of Social Development continued with the existing management model at the centre, that of funding the full costs of running a youth development academy and entering into a contract with the board of the NPO at the centre providing governance oversight. The centre houses a range of activities, including the social cooperatives, the training centre

with classrooms, kitchens, dormitories, sports fields and the main hall, which sometimes serves as a community hall. The staff at the centre, under the leadership of a Centre Manager, manage the day-to-day activities. The NPO Board reports to the Department of Social Development quarterly through the regular monitoring reports (Youth Development Academy Pilot Report, 25 August 2014). The two youth development academies have similar organizational and governance structures and management practices.

The monitoring reports (DSD, 2014 & 2015) and audit and quality assurance reports (AG, 2014;2015; KZN Provincial Treasury Youth Development Quality Assurance Report, 2015;2016) indicate several weaknesses in the management of the Vuma and eSicabazini youth development academies. These are:

- weak leadership at a board level with weak oversight of management, staff and resources;
- serious shortcomings in the management of contracts and social cooperatives working within the academies;
- weak alignment between the vision of the government and that of the NPO boards;
- poor financial management and weak controls leading to wasteful and fruitless expenditure;
- under-achievement of the objectives of the academies with poor exit strategies for the students; and
- lack of proper stakeholder management by the academies.

It is critically important to consult the existing literature to gain sound scholarly insights into the causes of the problems highlighted above. Whilst there is a wealth of literature on state and civil society partnerships, a limited amount of literature could be found that empirically refers to models for managing youth development academies that are owned by the state but managed by NPOs as a concept envisioned by the KwaZulu-Natal provincial administration (Youth Development Academies Conceptual Framework, 2013). As the researcher delved deeper into the study, it emerged that a field of this nature is multidisciplinary with shifting boundaries of knowledge sources. Complexities associated with a study of this nature require a broad view of what the constituent elements of a

youth development academy are in order to define the field and the requisite body of literature. Studying a sub-field such as youth development academies is a theoretical quagmire, as it is a conglomeration of a variety of disciplines. These 'cross-fields' contribute to the enrichment and 'cross-fertilization' of a growing area of scholarly enquiry that contributes to new knowledge. In educational theory such practices are not uncommon, as the field itself comprises a variety of multidisciplinary paradigms (Dimitriadis & Kamberelis, 2006; Arbuckle, 2014). A study of this nature therefore lands in an interdisciplinary interpretative paradigm, which draws from various disciplines to enrich the knowledge base. Arbuckle (2014) refers to this conundrum in research as 'appropriation of knowledge', where a scholar draws strands of academic literature from various disciplines to describe a phenomenon. Hoffman's experience of being "unable to find any piece of work that attempts to integrate all these different aspects and examine them in a unified way" (2000:4-5), although he was referring to the numerous disciplines and fields that contribute to exploring a phenomenon, his lament resonates with the researcher's experience during this study. To this end, the study used examples of official documents from youth development academy management practices from around the world.

The various official documents concerning the management of youth development academies, especially the unit of analysis in question, point to a concept that has evolved and assumed the characteristics of a community college, as the literature sources hereunder illustrate. The researcher reviewed various literature sources that pertain to community college management as a concept and a practice from different parts of the world. The youth development academy model was to be rooted in a community development paradigm (Cabinet Resolution No. 234, of 18 July 2012; Youth Development Academies Conceptual Framework, 2013), where communities, through NPOs and social cooperatives, were to have a role, with the state performing a catalytic role. Literature with regard to state-civil society partnerships delivering social services, and more precisely, the youth development programmes that focused on skills development, was therefore explored to provide sound academic argument.

Seminal literature on the origin of community colleges (Veblen, 1918; Sinclair, 1923 & 1976; Rudolph, 1962) firmly locates them as being a response to the increasing dominance and influence by industrialists in the United States of America on the university education system that limited access to such institutions. This is referred to by Cohen (2003) as the rise of elitism in education and training. Cohen (2003) wrote about a shift from bureaucratic elitism in university education to a more inclusive arrangement that provides opportunities for multi-stakeholder participation. The rise of the community college concept is further described by Cohen (2003) as a college junior to the research and scholarly-driven university, which offers a curriculum suited for the larger civic, social, religious, cultural and vocational skills needed in the community where the college is based. Pedersen (1987) describes the relationship between community colleges and the communities in which they are located as local institutions with local pride in their development. Years later, he writes about community colleges as socially transformative institutions providing an efficient education system (Pedersen, 2005). Community colleges were seen as a response to the growing exclusionary trends in the provisioning of education and training at the post-school phase. The response saw more social institutions being formed to address access challenges, social equality and growing elitism, and as Cohen (2003) and Brint et al., (1989) argue, reconnect the beneficiaries to the 'diverted dream'. The youth development academy concept, which is the focus of this study, is not distinctly different from the founding concept of the community college. There are similarities in the founding principles, such as providing access to education and training opportunities for the young people who otherwise might not have been accepted into mainstream higher education institutions. In a South African context, this would refer to the Technical Vocational Education and Training (TVET) Colleges and universities.

The American Association of Community Colleges (1998:5) writes about the form and shape of community colleges in the State of California in the United States of America as, 'From the very first, these institutions, often called 'people's colleges', have stirred an egalitarian zeal among their members'. Tollefson & Terrence (2009), in his treatise, writes about the community college sector in the United States of America in general, as

assuming an 'open-door-policy' by creating more access opportunities for the average young American, as opposed to the traditional university system. This view supports the earlier writings (Veblen, 1918; Sinclair, 1923 & 1976; Rudolph, 1962; Brint, 1989; Cohen, 2003) on the origins and history of the community college system, which came about as a result of the growing 'elitism' of the traditional university system because of admission criteria and costs.

With regard to college management practices, Tollefson & Terrence (2009), decry the preoccupation by community college administrations on the management of enrolments, budgets and contracts with the state as the main funders, while the academic performance of students is neglected. This would appear as an indictment on the part of community college administration and management to neglect the core business of the college, that of the successful education and training of young people.

2.2.1 Community College Institutions in other countries

The ever-changing nature of the skills demand and supply continuum, labour market dynamics and socio-economic challenges faced by individual countries has given rise to one or other form of community college based on the definition of form and function presented above. In as much as community colleges take various forms throughout the world (Cohen, 1994; Raby, 2001; Nzimande, 2014), nowhere is the concept as advanced as in the United States of America, and to a lesser extent, Canada.

This exponential growth in the United States of America is attributed firstly to the industrial growth, the skills demand driven by the growing economy and the availability of funding. Secondly, the growth is as a result of less stringent entry requirements and the varied curriculum offerings that include pre-baccalaureate, vocational and developmental education in the same institution, usually in the community where the majority of its students are located (Cohen, 1994 & 2003). Table 2.1 presents a selection of countries and their institutions as extracted from selected literature.

Table 2.1: Institutions Providing Community College Functions in other Countries

Country	Form of Institution
United States of America	Community College
Canada	Community College/College of Applied Arts and Technology
Great Britain	College of Further Education
Kenya	National Polytechnics, Technical Institutions
Japan	College of Technology
France	Higher Technician's Section
India	Community College
Namibia	Polytechnics
People's Republic of China	Worker's College
South Africa	Further Education and Training College, Community College
Denmark	Folk High School
Tanzania	Community College/Community Training Institute/Folk Development College
Australia	Technical and Further Education College
Norway	Regional/District College
Germany	Volkshoschschule

Source: Cohen (1994), Raby (2001) and DHET (2017)

Although there is a dearth of scholarly works on the management of youth development academies, the researcher undertook a literature review of the community college management system to determine the way in which these are managed to enable a comparative analysis of the two formats.

The review of community college literature on management and administration revealed a dearth of such, more so as most of the literature was dated, having been published two or more decades ago. The available literature focused mostly on academic matters and to a certain extent, on financial management. This is supported by Navares et al., (2010)

who describe this dearth of literature as a possible contributory factor to the inability of the sector to change.

In the United States of America, community colleges are headed by a president, the equivalent of a principal or rector in the South African context. A survey of community college presidents revealed that 88% held a doctorate degree, 9% held a master's degree, 2% had a professional degree and the last 1% held other qualifications (Weisman, 2002). These figures reveal the high level of education the top figures in the American college system have achieved. Presidents perform a crucial role in community colleges. Navares et al., (2010) highlight the formal authority presidents have in the college, management of the public affairs of the college, fundraising and business affairs. The college president is ultimately responsible for the achievement of the mission and vision of the college through creating the necessary structures, systems and processes and allocating resources. In the college system the various units, that is academic affairs, student affairs, finance and external relations, are managed by professional heads who are accountable to the president (AACC, 2017).

The governance structures of the community college system in the United States of America is hierarchical and stratified. The structure comprises junior staff at the college level right up to the highest echelons at the district level. Jensen et al., (2006) hold that the elected or appointed Board of Trustees is responsible for the community college/s in the district. There is also a Chief Executive Officer who is responsible for multiple colleges within the district and reports to a Board of Trustees. The president is responsible for multi-campus colleges within the district. This is followed by the vice president based at campus level or district level in the case of a multi campus institution. Below the vice president is the dean, who is essentially the head responsible for divisional units. At individual faculty level are unit heads and instructors responsible for the library, sports, individual programmes, requisitions and stores. Underneath is the administrative staff who have qualifications or are semi-qualified in their fields, and lastly the general staff responsible for elementary work. Literature on community college governance indicates that the decentralized governance of such institutions provides more access opportunities for students, given their proximity to the communities they serve and their responsiveness

to local needs, as opposed to state-wide institutions (Amey, 2008; Tollefsen, 2009; Carroll, 2014; Thomashaw, 2014; Gitthens, 2014).

In exploring community college administration and management, Navares et al., (2010) hold that regardless of the angle of the lens, these two aspects will always be inextricably linked to the mission and vision of community colleges. Scholars such as Bogart (1994), Levin (2000) and Navares (2010), have described the mission and vision of community colleges in different ways. Most notably these descriptions have focused on curriculum issues, while some have centred on the broader issues of social transformation, economic development and labour force training. The role, function and purpose seem to be used interchangeably in the literature. Despite there being a well-documented history of community colleges across the United States, relatively few discussions have covered state-level governance structures. To understand the typology of state community college governance structures, it must first be recognized that community college governance in the United States of America is characterized by a complex web of relationships and arrangements that have evolved over time. Jeffrey (2018) suggests that there is a myriad of ways in which states can structure their higher education systems, given that the changes, emerging issues and taxonomies that currently exist in the literature are becoming out-of-date and less precise.

The South African government passed the White Paper on Post-Schooling Education and Training (2013), which forms an overarching framework for education and training after formal schooling. This White Paper distinguishes between three forms of post-school education and training, namely Community Colleges, Technical Vocational Education and Training Colleges and Universities. Accordingly, the White Paper for Post-School Education and Training (2013) states that, "The education and training system must find ways to cater for the needs of the millions of adults and youth who are unemployed, poorly educated and not studying. The expansion of the university and college systems will make an important difference, but will not be sufficient to meet all the needs. In any case, they are not designed for this. There are many who would not qualify to enter a university or Technical and Vocational Education and Training (TVET) colleges". The community college education system seeks to cater for the nearly 3 million 18 to 24 year olds who

are neither in employment nor education and training (NEETs) who are in need of education and training opportunities (Nzimande, 2014; STATSSA, 2014; Taylor, 2016; Hutchinson, 2016).

With regard to community colleges, the White Paper is supported by the National Policy on Community Education and Training Centres (2015), which is underpinned by the set of principles listed below.

- Expansion of access to education and training to all youth and adults, especially those who have limited opportunities for structured learning. This includes learners with disabilities.
- Diversification and transformation of institutions that promote the goals and objectives of a progressive socio-economic agenda.
- Provision of good quality formal and non-formal education and training programmes.
- Provision of vocational training that prepares people for participation in both the formal and informal economy.
- Close partnerships with local communities, including local government, civil society organizations, employers' and workers' organizations and alignment of programmes with their needs.
- Partnerships with government's community development projects.
- Local community participation in governance.
- Collaboration and articulation with other sections of the post-school system.

According to the Minister for Higher Education and Training, Dr Nzimande (2014), the broad aims of the community college system in South Africa is to provide opportunities to groups of adults and young people who are outside of the formal economy and formal workplaces, who are not in educational institutions, who have had a fewer access opportunities for education and training, and this provides them with a second chance to lifelong learning, which may be on formal skills programmes or full qualifications or just non-formal learning on hobbies or skills.

Envisaged in the National Community Education and Training College Policy (2015) is the form of governance where:

- the Minister for Higher Education and Training assumes overall responsibility for all community colleges in South Africa;
- each community college has a college council;
- there are academic boards to support the college council in executing its duties;
- managerially, each college is led by a college principal appointed by the Minister;
- college principals are supported by a vice-principal/s and
- sectional managers are responsible for line function duties with regard to education and training, finance, human resources and any other support function deemed necessary for the functioning of the college.

According to the National Community Education and Training College Policy (2015), the levels of the college principal and vice principal are at the director and deputy director levels respectively. The Public Service Act, (1994) and the Public Service Regulations (2016) stipulate that the performer level for the position of a director is at senior management level and that of a deputy director is at a middle management level, with the entry requirements being a degree and three to five years of management experience. This demonstrates the level of competency and professionalism expected from the leadership of community colleges.

In the Youth Development Academy Conceptual Framework (2013), the management and governance structures and systems are hierarchical and clearly stratified in terms of roles and responsibilities. The Provincial Department of Social Development assumes overall responsibility for the academies and the structure at the Provincial Head Office, DSD Organogram (2012 & 2017), is administrated by:

- the head of department (HOD) who reports politically to the member of the executive council (MEC);
- the deputy director-general, who is responsible for the integrated development programmes for the Department;

- the chief director, who has overall responsibility for all youth related development programmes and
- a director, who is directly responsible for all youth development programmes, including the youth development academies.

In the latest DSD Organogram (2017), districts are clustered in pairs of three, with the cluster of districts' reporting structure described below.

- The cluster chief director is responsible for the overall management of departmental programmes in the three districts.
- The district director has direct responsibility in that particular district, including over the youth development academies in the two districts where they are located, namely the uMkhanyakude and King Cetshwayo Districts.
- Under the district director is the deputy director, who takes overall responsibility for all community development programmes, including youth development academies where they exist.
- Also reporting to the district director on matters regarding the youth development academies is the service office manager, who is also at a deputy director level. The service office managers take overall responsibility for all the departmental programmes at a local office level.
- There is an NPO board elected by the community members for each of the youth development academies. The NPO boards are responsible for the governance and oversight of each youth academy (Youth Development Academy Pilot Report, 2014). The NPO boards have a chairperson, secretary, treasurer and four additional members as per the NPO Act, 1997. The NPO boards report to the community during regular feedback meetings and the annual general meetings. They also report to the local service office, district deputy director and director through the monitoring reports prescribed in the service level agreements.
- The staff at the campus level of the youth academy are employed by the NPO boards led by the centre manager.

- There are two unit heads responsible for training and administration and they report directly to the centre manager.
- There is a staff complement responsible for administration, finance and training who are skilled or semi-skilled and who report to unit heads.

The governance and management structures at the comparable youth development academies in South Africa are described below.

According to the Chrysalis Youth Development Academy (Annual Report, 2017/18) and the Western Cape Provincial Department of Social Development Annual Report (2017/18), the governance of the Chrysalis Youth Development Academy is as described below.

- The MEC for the Department of Social Development assumes overall responsibility for the functioning of the academy.
- The board of trustees is appointed by the MEC and comprises business, government and civil society representatives who bring skills from finance, legal, leadership and human resource backgrounds.
- The academy is led by the CEO, who is supported by managers responsible for administration, community liaison and training.
- Unit heads are responsible for procurement and logistics, facilities, HR, training and nursing, as well as general staff.
- All the staff are employed by the board.

In the Western Cape Province of South Africa, the Pinotage Youth Development Academy was founded by a group of wine producing companies who saw the need to develop skills among young people from the winelands communities. Their aim was to create a skills supply pipeline for the industry while addressing the unemployment rate and the shortage of skills and contribute to economic development (Newsletter, 2016).

In terms of governance, the Pinotage Youth Development Academy is managed as described below.

- The board comprises a multi-national and multi-skilled group of people with expert skills in the legal, finance, human resource, risk management and fund raising fields.
- The management team is led by an executive director.
- There are several programme managers responsible for various sections.
- The programme managers are supported by programme coordinators.
- There is also a line function with finance and administration staff (Pinotage Youth Development Academy Newsletter, February 2018).

The student throughput rates at the youth development academies from June 2013 to July 2017 appear impressive and the dropout rate is negligible (Youth Development Academy Report, July 2017). The challenge is with the students' exit strategy and job placements. While there are no serious problems with the student engagement and throughput rates at the youth development academies, there needs to be an understanding that effective learning environments as theoretical constructs are by no means a guarantee of student success rates, and as Tinto (2012) in Mkhize (2017) concede, *'student success does not arise by chance, nor does substantial improvement in institutional rates of student retention and graduation; it is the result of intentional and proactive actions and policies directed towards the success of all students'* (p.14). It could also be argued that successful student exit and work placement do not occur by accident but as a result of a well-defined strategy based on 'proactive actions and policies' by management.

The apparent managerial paralysis at the youth development academies is also ascribed to the poor leadership and management, misalignment of government and NPO board objectives and poor financial and contract management (DSD Monitoring Report, 2014 and 2015; AG Audit Report, 2014 and 2015; KZN PT Report, 2015). Wyngaard and Hendricks (2010) and Abor (2017), in their studies, discuss ownership and partnership models of institutions that deliver services to communities in various countries. These models include the private-public-partnership types based on profit-making and the non-profit-making types owned by NPOs, sometimes partly or fully funded by the state. These are mainly in the sub-fields of social welfare, healthcare, environment and human rights.

Both non-profit and state-owned public institutions have non-profit making motives and are focused on serving the community (Wyngaard & Hendricks, 2010). These studies helped to gain further insights into the government–civil society ownership and partnership models that exist to gain a better understanding of the challenges at the youth development academies and ways in which these can be addressed.

Elvas et al., (2012) write about organizational homogenization, where different organizations exhibit similar governance and management arrangements. From the analysis of the current management systems at the academies, it appears that while the NPO board assumes a certain level of responsibility in terms of governance at the academy, the Department of Social Development assumes overall responsibility in terms of governance, operations, curriculum design and implementation. This type of relationship is defined as the shared governance model (Kater, 2003; Kater & Levin 2004; Cloud, 2010; Jones, 2011; Kater & Kister, 2012), wherein the various stakeholders have roles at macro, meso and micro levels. This shared governance model, as highlighted by Kater (2003), Kater & Levin (2004), Cloud (2010), Jones (2011), Kater & Kister (2012) provides a better explanation of the collaborative interface of a multidisciplinary team for community colleges in traditional academic areas such as curriculum design, delivery and evaluation, as well as non-traditional areas such as finances, facility management and staff recruitment, remuneration and exit. In as much as this argument is based on the concept of community colleges, it can also be applied to the youth development academy setting, as these two concepts exhibit close similarities. The central argument that is advanced is that where there is multi-stakeholder partnership in managing an organization, there is a delineation of responsibilities. Kisker (2007) employs the network embeddedness theory to examine the processes involved in creating and sustaining partnerships. In particular, he describes the inherent challenges in partnership management and governance.

Jones et al., (2007) write about the rise of the network embeddedness theory as a phenomenon over the last 20 years, which has seen the rapid rise of the network form of governance. This form of governance provides a significant scholarly contribution to the discourse of shared governance, where different stakeholders each perform a defined

role. The subsequent writings with regard to the network embeddedness theory and shared governance (Provan, 1995; Echols, 2005; Shaw, 2008; Schalk, 2009; Hsueh, 2010; Klijn, 2012) provide a theoretical base that explains the conditions under which network governance is likely to emerge, thrive and be sustainable. These conditions span shared interests, common objectives, social networks, geographic and spatial relationship and sometimes contestation over influence and access to resources. The assumption at the commencement of this study postulated that a number of these conditions existed in the youth development academies. The theoretical base postulated above is proven to be correct in that it integrates management transactions, social network theory and, in broad strokes, asserts that the network form of governance is a response to complexity, uncertainty, chaos and contestation. When all of these conditions are in place, the network governance form has advantages over both hierarchy, bureaucratic strata and discordant ideological positions on management. However, this does not mean that it becomes a panacea for all management problems. There has to be cognizance of the non-linearity of management challenges and problems and the solutions thereof should therefore be mindful of the organizational complexities. Campbell's (2017) study on the perceptions of shared governance revealed that there is a significant difference between faculty staff and administrators' perceptions with regards to institutional structure and shared governance

Gustav (2015) discusses decentralization as a governance strategy in education and the dynamic interaction of individuals and groups in the decentralization process. This dynamic interaction in the decentralization process is embedded in the term 'decentralized centralism', or what could be referred to as 'administrative decentralism'. He goes on to explain that the dynamics processes in the 'decentralized centralism or administrative decentralism' require dynamism in the conceptual stages or initiation, a content that is dynamic, as well as the dynamics of levels and the dynamics of simultaneity, with which the researcher is in complete agreement, as a 'dynamic twist' has been added to it.

The study explored the concept of rational choice institutionalism (Bevir, 2001; Katznelson, 2005; Burau, 2014; Kuhlmann, 2014), which is based on individual choices

and the pre-determined interests of the various actors within institutions informed by bounded rationality, given the complexity and uncertainty whenever change occurs in organizations. It defines the range of emerging contestation of space and to some extent, 'brinkmanship' by certain actors who might want to maximize their influence and access to resources. Calvert (2005) posits that not all should be seen to be lost when the various actors flex their muscles to exert more control and power over resources and influence. He holds that an institutional design that has the reward system for various actors should be able to self-correct the system and create equilibrium. Based on this, the researcher would suggest that rationality should then prevail over time, as the system is able to self-organize from the brink of tension, instability and chaos. Axelrod (1984) refers to this as engendering compliance and facilitating mutual compliance through reproducing and reinforcing the same behaviour whenever challenges resurface.

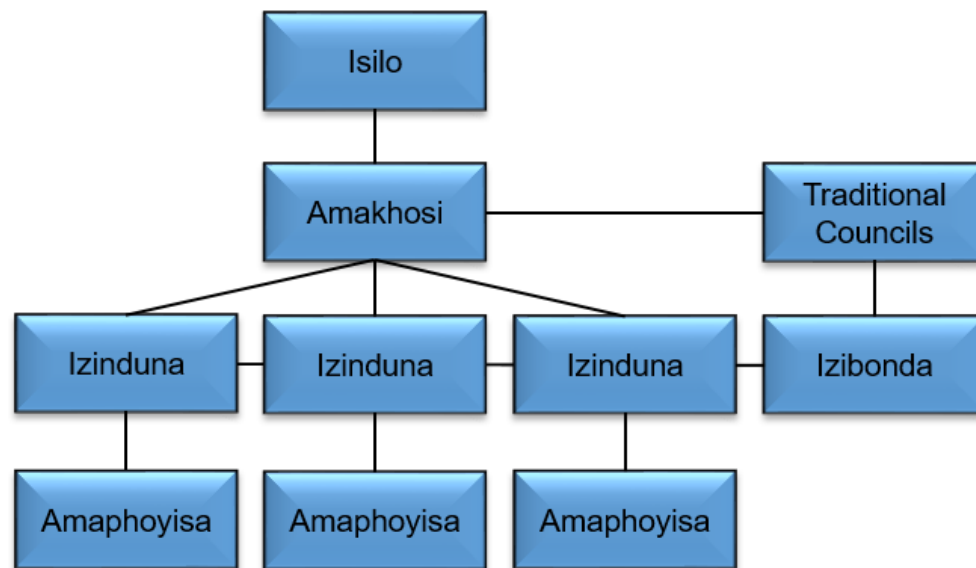
Sorensen et al., (2007) hold that social constructivist institutionalism, which is based on organizational studies and interpretative sociology, highlights the endogenous character of various actors' interests and their conception of operational rationalities. Post-structural theories tend to cast skepticism on the prospects of integration of the various actors' interests as a result of the existence of the powerful presence of authority and influence by the state and the social 'antagonism' by community structures that might feel disempowered.

The location of the youth development academies provides for an interesting scenario, given the existence of local government in the form of the municipality and traditional leadership. At this juncture, it is worth exploring the role of the local government in the youth development academies. Parish et al., (2012) hold that local authorities in England actively safeguard the interests of local communities in the education and training of their children. This is done through lobbying the different tiers of government to play their part in delivering teaching and learning support to local schools. In South Africa, the Municipal Systems Act of 2000 provides a framework for municipalities to ensure the provision of services to all communities within their boundaries and to engender an effective working relationship with all tiers of government. The Constitution of South Africa, 1996 provides for three tiers of government, namely national, provincial and local government. These

three spheres have been accorded different constitutional mandates, roles and responsibilities. Education and training is a concurrent mandate between the national and provincial government departments, whereas the provision of services such as land that does not fall under the Ingonyama Trust, water, electricity, sanitation and roads is the responsibility of local government (Constitution of South Africa, 1996). For the youth development academies to function, they have to be serviced effectively by their local municipalities in terms of water, electricity and sanitation. The local councilor who is the elected representative of the local community plays a liaison role between the municipal authorities and the community. There seem to be similarities between what the local government authorities in England agitate for with regards to the provision of quality education for their people and what the Municipal Systems Act (2000) in South Africa seeks to achieve to ensure that all spheres of government provide services to people in every corner of the country, fairly and equitably. The role of local or ward councilors cannot therefore be underestimated in the affairs of the youth development academies. They are the voice of the community where the youth development academies are located. The extent of their role and influence needs to be tested by means of a theoretical framework and validated by gathering relevant data.

The complexity of managing the affairs of an educational institution such as the youth development academy, which is located in a rural environment, is compounded by the existence of traditional leadership and the role that they play. Various studies (Eshowe Community Action Group, 2002; United Nations Children Education Fund, 2002; Nelson Mandela Foundation, 2005; Mbokazi, 2015), on the role of traditional leaders in education centres on tribal lands suggest that understanding the role and influence of the traditional leaders is vitally important. Studies reveal that they play a crucial role in the allocation of land in the trust for the buildings, ensure the availability of land for any expansion and play a role in the safety of the educational facilities through the network of traditional leadership, which is illustrated below. As Inkosi Ntshangase (03 April, 2018) explained, *'there cannot be a structure in a traditional land, whether a church, school, shop or a clinic, that exists and functions successfully without the knowledge and the blessings of the traditional leadership'*. This fervour, as expressed by various writers on traditional

leadership (Mbokazi, 2015; Shongwe, 2014; Maphalala, 2016), is mainly as a result of colonial dispossession of land and the resultant removal of authority and influence by colonial authorities and the subsequent apartheid governments. The trust lands are entrusted to the local traditional leaders, commonly referred to as Amakhosi, by the Ingonyama Trust Act (1993), by the King of the Zulu nation, commonly referred to as Isilo. Figure 2.1 illustrates the network of traditional leadership which comprises of the ¹*Isilo*, ²*Amakhosi*, ³*Izinduna*, ⁴*Izibonda* and ⁵*Amaphoyisa* (Mbokazi, 2015).



Source: *Structure of Traditional Leadership, Adapted from Mbokazi, 2015*

Figure: 2.1: An Illustration of the Structure of Traditional Leadership in the Province of KwaZulu-Natal, South Africa.

¹ *Isilo* means the monarch for the Province of KwaZulu-Natal as recognized in Section 17 of the KwaZulu-Natal Traditional Leadership and Governance Act, 2005 (Act No. 5 of 2005), or “king” as defined in Section 1 of the Traditional Leadership and Governance Framework Act, 2003 (Act No. 41 of 2003).

² *Inkosi singular, Amakhosi, plural*, means a senior traditional leader as defined in Section 1 of the Traditional Leadership and Governance Framework Act, 2003 (Act No. 41 of 2003) and recognised as such in terms of Section 19 of the KwaZulu-Natal Traditional Leadership and Governance Act, 2005 (Act No. 5 of 2005).

³ *Induna or Izinduna plural*, are traditional leaders who are under the authority of, or exercises authority within the area of jurisdiction of an *Inkosi* in accordance with customary law, and who is recognised as such in terms of Section 27 of the KwaZulu-Natal Traditional Leadership and Governance Act, 2005 (Act No. 5 of 2005). an

⁴ *Izibonda* are community members who have vast knowledge of the history and layout of the land within the community. These people are often involved in decision-making precisely because of their intellectual powers as well as institutional capital.

⁵ *Amaphoyisa*, translated from the English word ‘police’, are peace officers appointed by traditional councils and are responsible for order at community gatherings and also serve as messengers who facilitate communication between the traditional council and the community.

The multiplicity of stakeholders in a youth development academy brings about an interesting complexity for identity, governance and stakeholder management discourse. In this complex environment there is the government, the NPO boards, youth development academy management and staff, the private sector, other government departments, traditional leadership and local or ward councillors. All of these stakeholders have an influence, whether direct or indirect, over the management of the youth development academies.

The multi-stakeholder environment can be fraught with complexity, diverse interests and goals that could be a source of conflict and deep contestation (Bodhanya & Proches, 2013). The divergent views of the stakeholders might, in the case of the youth development academies, be as a result of the ideological background of the various stakeholders and their perception of the world around them. Bodhanya & Proches (2013) hold that the concept of social complexity as a framework for analysis is used extensively. The researcher accepts the merits of this assertion, but argues that systems, especially social systems, exhibit characteristics of non-linearity. As much as the stakeholders might have diverse interests, they are connected to this common goal of wanting to see the youth development academies succeed and therein lies the potential for compromise. This comes from self-correcting and self-organization. Social systems are by default non-linear and therefore characterised by unpredictability. Eoyung (2004) holds that the interplay in a system gives rise to self-organization. This assertion is supported by earlier writing by Anderson (1999), who suggested that the interplay between agents (individuals, groups or coalitions) in the system forms a sound basis for self-organization. The researcher agrees with Bodhanya and Proches (2013), who contend that in a complex system the resultant self-organization does not come from a deliberate grand plan but from spontaneity. This viewpoint finds resonance with Escobar (2003) and Klijn (2008).

Based on the understanding that the various parts of the complex social system are interconnected and interrelated because of the common issue at hand, it is safe to deduce that the emergent behaviour patterns cannot be seen in isolation and be attributed to a single agent but rather as a result of multiple interactions between the agents (Escobar,

2003; Eoyung, 2004; Klijn, 2008). The non-linear character and therefore the unpredictability of the social system is due to the complex nature of the interactions (Bodhanya, 2014; Singh, 2014). Such interactions have outcomes that are difficult to predict. This contention had earlier been raised when dealing with the way in which non-linearity and unpredictable behaviour can be traced to small changes in initial conditions in a system that can have serious ramifications (Anderson, 1999; Duek, Brodjonegoro & Rusli, 2010).

So far a considerable amount of detail with regard to the concept of complex social systems has been presented. At this stage the question may be asked as to the meaning of the complex social system. In sociological terms, a social system is a pattern of social relationships that exhibit interconnectedness and interrelationships of individuals, groups and institutions to create a coherent whole that behaves as one system (Mtyingizana, 2017). The notion of a complex social system emanates from the complex interaction of the agents within a system. The youth development academies exist within a macro social system. The youth development academies are thus viewed as a social system, made up of various agents. The environment within which the youth development academies exist is therefore complex.

Parellada (2002) cited by Bodhanya & Proches (2013) made an interesting observation with regard to the reason for social organizations existing. He contends that they exist for the purpose of imparting knowledge, culture, values, and in some cases skills. This holds true for the youth development academies, whose purpose is to instil values and provide skills to the young people. Figure 2.2 illustrates how social organizations, in this case the youth development academies, as social systems are made up of individuals and groups who make decisions for themselves and others (Duek et al., 2010). Furthermore, Figure 2.2 highlights how as the nature of complex social systems hold, these agents can never be assumed to be homogenous. Their heterogeneous nature creates a complex dynamic interaction of agents who are bound by a common purpose. This interaction may manifest itself in intractable challenges and problems (Head & Alford, 2008; Australian Government, cited by Bodhanya & Proches, 2013). Complex social systems exist where there is an intersection of diverse and heterogeneous agents that are bound by a common

purpose and who continually endeavour to find meaning and purpose for their existence (Duek et al., 2010; Rzevski, 2011). This exposition may eventuate in each of the agents or groups creating their own models of organizational structures, policies and systems. Bodhanya & Proches suggest that the existence of legal and policy frameworks, norms, standards and organizational conventions should counter the pursuit of destructive goals by agents within the system.

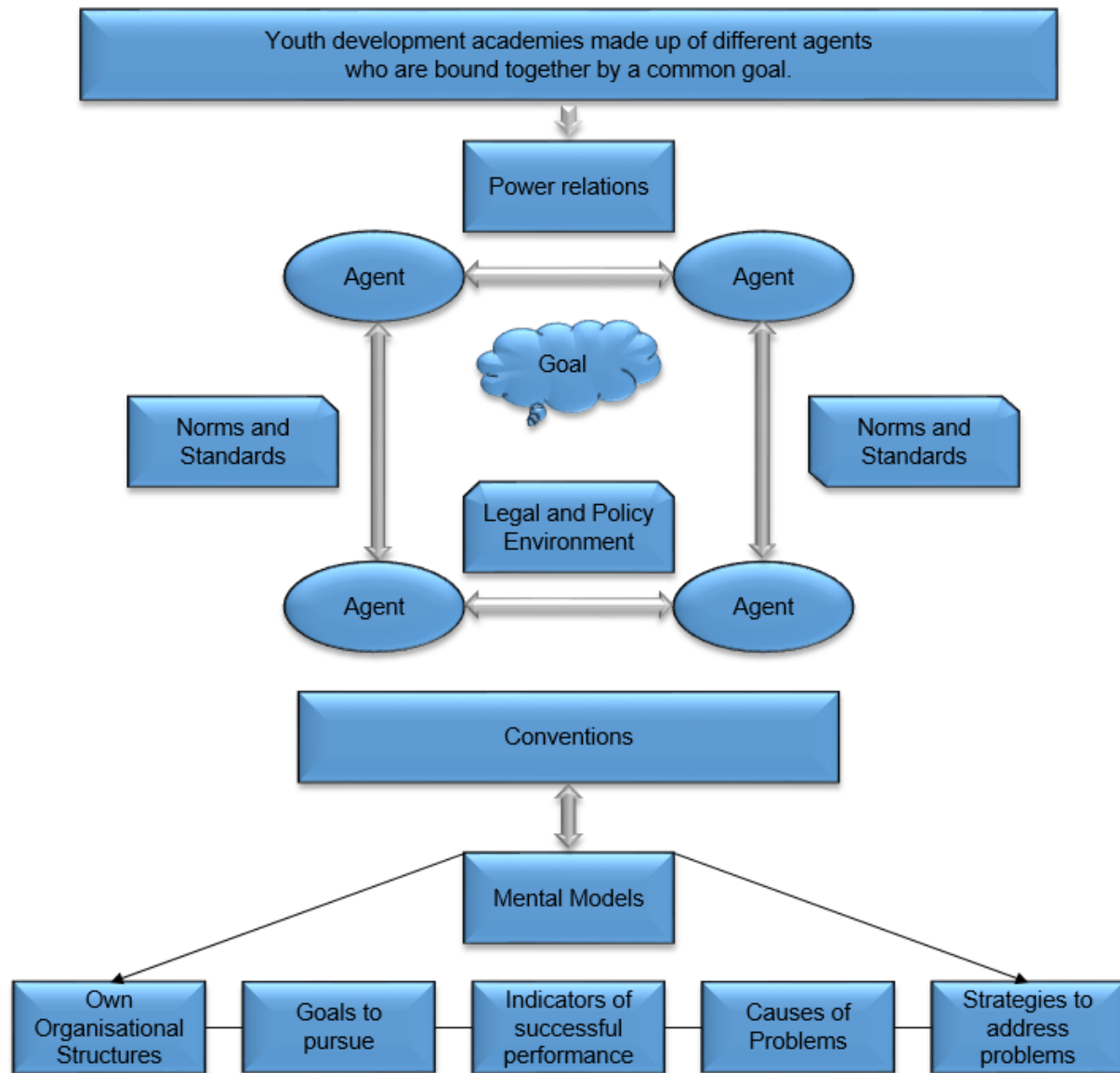


Figure 2.2: A Depiction of a Complex Social System, adapted from Bodhanya & Proches (2013).

This kind of arrangement lands itself within the shared governance paradigm, which is defined as a force that drives practice, enhanced quality of services, accountability and ownership (Bamford-Wade, 2010; Burke, 2010; Janine, 2012; Cristofoli, 2014; De Roo, 2017) through partnership, participative decision-making and formalized governance mechanisms for sustainable organizational resilience and sustainability. Academic writings and the researcher's conviction agree with the views cited by Bamford-Wade (2010); Burke (2010); Janine (2012); Cristofoli (2014) & De Roo (2017), given the perceived correlations of emergent philosophy and theory on shared governance, dissipative and distributed leadership but would argue that this interpretative construct supports the distributed leadership theory. De Jong (2016) explores innovative problem-solving strategies in the public sector by drawing from academic literature regarding the public sector and uses case studies to develop frameworks and tools that seek to involve multiple stakeholders in problem-solving. Mitchel (2017), in her paper on improving public sector policy implementation and efficiency, argues for what she refers to as collaboration in governance that is more than mere participation, as it includes the private sector, civil society and public agents in general. This may hold the answer to numerous public policy implementation problems.

A question may be asked of whether this shared governance model will perhaps create a paradoxical conundrum from an NPO identity construct perspective. Theoretically, the question draws on, and contributes to, the relational identity and conceptualization debate of organizations in general and NPOs in particular as a discourse. The argument indicates a complex relationship and articulation of this relationship for both the organization and its stakeholders. Johannsen (2016) suggests that NPO identity can be defined, studied and understood through the multiple discourses articulated by stakeholders. This indicates understanding NPO identity alongside stakeholder identities, as stakeholders construct a number of different identities simultaneously. Johannsen's contribution to the argument leans towards the relational identity of NPOs, which is largely to do with the relative influence the various stakeholders have over the NPOs.

In the light of the discussion presented above by De Jong (2016); Johannsen (2016) and Mitchel (2017), Rzevski (2011) proposes an emergent creativity that can be perceived as

agents performing a critical role in reviewing goals, restating aims and objectives, planning scenarios and paving the way for new possibilities. This should create a balance between the contending forces within the youth development academies.

The literature survey indicates the existence of a range of academic sources that deal with the multi-stakeholder relationships between governments and civil society organizations in the delivery of services to communities. These relationships are characterized by complexity, as they are multi-stakeholder relationships (Ekuma, 2017). These state-civil society relationships and partnerships cover a broad spectrum ranging from the provision of healthcare, education, housing, food security and nutrition to those dealing with water provision, social justice and environmental care (Abor, 2017).

Greenstein (2003) articulates the role of civil society organizations and the state as well as the power dynamics in the provision of such services. In his analysis he articulates succinctly the way in which power has an overarching role in influencing policy direction. The role of the state in the management of youth development academies and the power and influence that it exerts over other stakeholders become important. This is examined in detail during the data collection and analysis stage of the study. On the other hand, Krashinsky (2003) discusses the influence that non-profit organizations have in the communities in which they operate. Abor (2017) makes reference to the partnership between the state and philanthropic organizations in managing healthcare in Ghana and how the NPOs in that country can play an influential role and fuel the grassroots perceptions about government being uncaring, inept and corrupt. Ekuma (2017) brings in the critical dimension of the complexity of the environment in which governments operate in the course of delivering services to communities in partnership with civil society organizations. On the other hand, Setsile (2002) wrote an interesting piece on the lessons learnt from the government contracting NPOs to deliver land reform programmes in KwaZulu-Natal, which had mixed results given the complexity of the partnership. In the researcher's opinion this was compounded by the complex minefield within which land reform initiatives have to be implemented. These complexities are the legislative framework, the unwillingness by some landowners to part with their land and demanding exorbitant amounts of money, bickering among land resettlement beneficiaries, and to a

degree, a lack of technical expertise among new landowners (Aitchison, 2001; Setsile, 2002; AFRA, 2013). The way in which the complexity of delivering youth development programmes in a youth academy setting would influence the results is explored in depth when dealing with the theoretical exposition.

The following literature review provides a closer look at partnerships between government and NPOs in the form of funding contracts for the delivery of community programmes. Studies on youth skills development programmes delivered through partnerships between governments, the private sector and NGOs indicate peculiarities in the multi-stakeholder operating environments, cultures and ethos from which these operate and the way in which these affect the achievement of the intended objectives (Moodley, 2016; Hutchison, 2016; Brynner, 2012; Brunnila and Ryyne, 2017). The main contention with regard to the peculiarities is that they are unpredictable and non-linear. This is commensurate with earlier views on social organizations, social theory and complex social systems. Chasomeris and Gilmore (2015) raise similar arguments in the case of an agri-hub, where the municipality, government, private sector, traditional leadership and small scale farmers have to succeed in a multi-stakeholder environment. In addition to taking into cognizance the complex and non-linear nature of the partnership, Chasomeris and Gilmore (2015) suggest a conducive policy environment and decentralization of decision-making while government performs a supportive role and bottom-up approaches are employed as key enablers for the success of such partnerships.

Magwende (2014) discusses the interface between youth and civil society in providing skills development programmes for the out-of-school youth in Zimbabwe but these are non-centre based. Notwithstanding the fact that Magwende's study was on non-centre based programmes, valuable insights can be gleaned from his study. The study highlights the extrinsic intellectual, cultural, moral and economic influence that this kind of interface had on out-of-school youths. According to Magwende (2014), this can be ascribed to the close proximity of civil society organizations to the youth, especially in rural areas where there are fewer attractions and resources.

Hardman (2013) holds that creative holism in the systems thinking approach can yield positive results in managing skills development programmes for young people that are delivered through partnership models. In his proposition, Hardman (2013) suggests the use of critical systems thinking in managing new partnerships for the successful implementation of skills development programmes in an environment where complexity is pervasive. The Soft Systems Methodology (SSM) and Viable Systems Model were proposed as tools to manage environmental dynamics and organizational complexity. The researcher examined Hardman's proposition and agreed with his suggestion, and to that end provides a further examination of these tools in the theoretical framework chapter. Having explored Hardman's (2013) proposal, the researcher combined his proposition with that of Proches & Bodhanya (2014), who reflected on the multi-stakeholder interactions in managing complex projects and suggestions on how systems thinking and complexity theories can be applied in ensuring synergy. This led to the researcher's choice of these two overarching theoretical frameworks to inform the study.

Dzirikure (2010) discusses partnerships between government and NGOs at length and the way in which sound management approaches can mitigate inherent challenges in such partnerships while delivering youth development programmes, especially to orphans. He proposes a systemic approach to the delivery of such programmes taking cognizance of the need for a holistic understanding of the needs of youth. Dzirikure's (2010) work is more closely related to the management of youth development programmes through partnership between the state and NPOs, not directly about managing youth academies as a state-NPO partnership.

There are policy intersects at macro (national), meso (provincial) and micro levels (local and youth academy site specific) in terms of programme planning and the management of delivery sites. This creates a complex and dynamic environment for the management of the youth development academies. A sustainable management model is proposed to address the current complex shortcomings for the medium to long-term management of the academies. The researcher's assertion is that through better understanding of organizational agility and its ability to adapt and self-regulate for sustainability, resilience is created to enable it to survive socio-ecological crises. While much has

been written about sustainability initiatives and governance from conventional perspectives, little has been written about the way in which a complex system can be used to address sustainability issues in organizations. Bartlett's (2012:2) comments on sustainability are characterized by phrases such as 'a very long time' and 'future generations'. In formulating the topic for this study, the need for stability, vision, a telescopic view for the direction of the youth development academies and the sustainability of such, was the primary driving force. In complex systems causal factors can become intricately intertwined to an extent that boundaries become blurred, giving rise to the notion of 'cross boundary' management for sustainability (Byrne and Callaghan, 2014). Creating sustainability in an organization means bringing together various line functions, stakeholders and partners from other sectors for continued functioning. With various backgrounds, perspectives, orientation and interests at play, this requires special leadership qualities that promote dialogue and interaction among the various stakeholders (Senge, 1997). The youth development academies have various stakeholders who perceive issues differently because of their divergent backgrounds, perspectives, educational levels, interests and constituencies. Senge (1992) holds that systems thinking in organizations enables them to be resilient in today's climate of uncertainty, complexity and unpredictability and this in turn creates conditions that give rise to sustainability. The constant drive for organizations to learn and adapt builds internal self-sufficiency, thus creating a solid foundation for sustainability. While concurring with Senge's argument, the researcher adds the need for stakeholders within organizations to embrace a systems approach in the way in which they perceive problems in their environment. Hardman (2013) postulated that the dynamic relationship between the various partners and critical systems thinking is vital for the success of development programmes.

According to Senge (1992; 2010), learning organizations encourage a holistic and integrated approach to resolving complex management and leadership problems. This lends itself to the systems thinking theory and bodes well for the youth development academies whose challenges are mainly those of management and leadership. Learning organizations could be pursuing the systems thinking approach either purposely or

inadvertently. The main thrust of systems thinking is premised on the theory that all organizational processes are integrated to create holism. Senge (1997) holds that systems thinking includes a commitment to real learning and collective intelligence, believing that a group with divergent views in a complex environment can resolve vexing problems. Senge (2010) warns against localised decision making and individual autonomy without taking into account the interconnectedness of the supra system, the system and subsystem's connection with the external environment and the long-term side-effects of their localized decisions that could lead to management anarchy. While the researcher is in agreement with Chasomeris & Gilmore (2015) with regard to decentralization and bottom-up approaches, these have to be cognizant of the supra system and not lose sight of other environmental factors.

The use of the concept of 'sustainable management' is more common in the discipline of environmental management, where it has been applied for a number of years. In the case of this study, it is used to capture the ecological interplay of the various stakeholders who have a direct or indirect influence over the management of the academies. It seeks to draw from the rich body of literature in environmental and development management and link the concepts of sustainability and management in managing organizations. A sustainable management model in this regard would refer to a long-term sustainable approach to managing the youth academies and is premised on socio-ecological systems theory, which consists of bio-geo-physical units, institutions and actors. Given the complexity of issues to contend with at the youth development academies, and the precarious nature of NPOs and the management thereof, it is argued that these are complex and adaptive and delimited by spatial or functional boundaries that surround particular ecosystems of management and their problem context (Cote & Nightingale, 2012; Robinson, 2012; Filatova, 2013).

According to Singh (2015), the different variables that influence the sustainable management of NPOs should be characterised by;

- Good governance;
- Sound management of resources;

- Operational sustainability through efficient functional structures; and
- Focus on core business.

The use of Singh's argument was precisely to support the main research questions that sought to examine the management challenges faced by the youth development academies, and the strategies and models that could be employed to ensure the sustainable management of the academies.

The environment under which NPOs operate is generally fraught with precarious conditions given the existence of multiple stakeholders and contending demands. These environments are highly volatile, uncertain, complex and ambiguous. These turbulences do not bode well for sustainability of management in NPOs, they therefore require exigent management interventions to remain adaptable to the ever-changing environments.

Jackson (2003) and Khanyile (2015) hold that organizations need to adapt quickly and effectively to the constant changes in their environments in order for them to remain sustainable. Senge (2010) advocates for sustainability in management to enable organizations to adapt to the changes in their internal and external environments. In this study it is argued that in order for the youth development academies to be adaptive to changes in the environment, a sustainable management model is required.

The environment in which the youth development academies exist is characterized by a rich 'ecosystem' of stakeholders. The academies form the central nexus of relationships, which includes the national, provincial and local government, traditional leadership, the local community and the boards of NPOs managing the academies, the NPO staff and the social cooperatives operating in the academies. Bodhanya (2016) suggests that stakeholders in the nexus are also characterized by recognizable patterns of behaviour in response to specific and common environmental stimuli.

Systems thinking theory was applied to analyze the complex links between the various parts, both internally in the form of the Department of Social Development, the board, management, staff and cooperatives operating in the academies, and externally in the form of other government departments, other civil society organizations, the community,

traditional leadership, local government councillors, business and technical vocational education and training (TVET) colleges, in the management of the youth academies and to propose a new management model. Complexity theory was used as a framework to analyze the relationships between government and the NPOs that manage the youth academies. The systems approach assists to develop an understanding of the nature of complex problems in organizations and ways in which they can be tackled (Senge, 1992; Jackson, 2003; Bodhanya and Proches, 2016). This implies that a systems thinking approach can enable management practitioners to grasp and manage complex situations within the environments that create uncertainty and in which there are no simple answers. It is therefore a way of learning by looking at connected wholes of the system and the complexity thereof rather than separate parts. It is sometimes referred to as creative or practical holism (Jackson, 2003; Hardman, 2013). Systems theory highlights the critical importance of the interdependence of the various parts within the system to enable it to function optimally (Ross & Wade, 2015). Propositions by various authors underscore the role of the interrelatedness and interconnectedness of the various parts of the system to achieve system holism (Jackson, 2003; Hardman, 2013; Ross & Wade, 2015; Bodhanya and Proches, 2016).

Complexity theory, with its origins in biological and physical systems, has recently found resonance in social systems (Carney, 2012). Writing on the subject of systems theory and complexity theory, Carney (2012) views human and social systems as complex and substantially affected by their environments and contends that they are non-linear and unpredictable. Meek (2010) and Ekumo (2017) hold that complexity theory can be used to understand the emergent properties in a complex adaptive system environment in public policy management, public administration and the implementation of public programmes. Both these theories are explained in detail later in the study.

2.2.2 NPOs and legitimacy

The discussion regarding the definitions that delineate NPOs from NGOs (Non-Governmental Organizations) is always influenced by the inherent fault lines that remain resistant to finding neat lines that separate the two. Therefore, there is no conclusive definition for NPOs that fits neatly in a predetermined box. For the purposes of this study

the concept of NPOs is used to denote the context of the small and emerging not-for-profit organizations. These NPOs are ordinarily localized and focus on smaller groups of beneficiaries. These are regarded as agents of change for the groups that they serve. The NGO in the civil society nomenclature denotes a well-established organization operating on a wider scale either provincially, nationally or even internationally and serve wider range of recipients spawning bigger geographic areas (Taylor, 2016). Therein lies the complexity in the definitions. While there might be similarities in the nature of the work that NPOs and NGOs do, which is the care for the vulnerable or promotion of the common good for a group of people, their operational environments have divergently unique characteristics. Most literature on NPOs is focused on structure or agency or the role that they have in providing services. Gillo (2009) writes about the lack of accountability, legitimacy and credibility of NPOs and agrees with the argument that NPOs are still seen from a structure and agency point of view. The researcher wished to examine Gillo's argument and combine it with Pratt (2009) and Thrandardottir's (2012) proposition. Pratt bases his argument of the legitimacy of NPOs on membership and representative governance, while Thrandardottir's writing is based on four models, namely:

- the social change model that emphasises 'bottom-up' comparative approaches to NPOs (Salamon and Anheier, 1996; 1997:5) and theories about the democratic and moral agency of these types of organizations;
- the new institutional model that emphasizes organisational structures and management of NPOs which are geared towards corporatism (Powell, Gammal et al., 2005; Powell and Steinberg, 2006);
- the critical (development) model, which emphasizes the role of NPOs in local and international development and engages critically (Bebbington, Hickey et al., 2008a; Edwards and Hulme, 1996b); and
- the market model, which emphasizes a neo-liberal approach to NPOs as corporate entities (Brown and Jagadanada, 2007; Brown, 2008) but also builds on a domestic market analysis of demand and supply (Frumkin, 2005).

The researcher chose to agree with Thrandardottir's more expansive writing that examines the legitimacy of NPOs beyond structure and agency to look at the models that NPOs can utilise given the prevailing influences.

Singh (2015), characterises NPOs as grassroots and community-based organizations with a wide range of distinguishing traits, such as unclear operational visions and mandate, questionable levels of skills and competencies for the task at hand, sometimes doubtful ethical conduct, some NPOs imbued with zeal for the work of serving the vulnerable and continuous infighting among members over control of the NPOS.

The researcher holds that numerous attempts at categorization and definitions of the legitimacy of NPOs in development studies literature fall short in many respects, where it is usually seen as dependent on accountability, performance and representativeness. This technicist or mechanistic approach masks deeper fissures in the NPO discourse regarding legitimacy - for whom, for what, and how it is created. This approach is instrumentalist or reductionist (Baatjes; 2013 and Bodhanya, 2014). The researcher proposes an approach that emphasizes the multifaceted nature of legitimacy and the effect of organizational environments and dominant cognitive models on normative organizational forms and activities. This approach seeks to represent legitimacy as a social construct and raises questions about issues of power in the attribution of legitimacy.

Krashinsky (2003), Greenstein (2003) and Taylor (2016) found that the non-profit organizations, especially the community-based organizations (CBOs), are found predominantly in under-serviced areas, mainly the rural, peri-urban or poor parts of urban areas where community services are in short supply. These are invariably categorized as non-profit organizations (NPOs), as they are mainly philanthropic and welfarist in nature. Fama and Jensen (1983a) and Taylor (2016) contend that funders' preparedness to fund services in under-serviced areas is often an important consideration in corporate social responsibility programmes. Both of these arguments are special cases of the general proposition in that NPOs exist mainly for some philanthropic function other than profits and that their location is sometimes driven and influenced by funders. The extent to which

the funders influence the vision that the NPOs pursue is an interesting dynamic in the relationship.

Neither non-profit nor public institutions have profit-making motives. They are generally there to provide public services. The for-profit institutions, on the other hand, attempt to maximize shareholders' returns on their investment (Abor, 2017). The existing literature suggests that non-profit firms have objectives other than profit maximization. Their objectives may include issues regarding maximizing their reach in the community, to maximize the well-being of specific important constituencies (Civicus, 2016), or in some instances, the prestige that comes with running a community organization. The objective could even be to assist office-bearers to position themselves as community activists (Abor, 2017).

The type of ownership of the community service institution has implications for the form of governance and management adopted in that institution. In the profit-driven context, a well-defined relationship between ownership and the control system is the predominant aim of any governance and management structure (Abor, 2017). This relates to the role of the board of directors, management and shareholders.

The non-profit governance and management models are typified by a philanthropic board or management committee structure, which are voluntary bodies of association (NPO Act, 1997). The corporate model found in the for-profit structures on the other hand, is associated with the commercial sector and is profit-driven (King IV Report, 2016). The NPOs operate differently from privately owned organizations and many of these differences have governance implications. For example, private sector organizations are formed with the aim of generating profits, while NPOs pursue community service to promote social development or benefit. In private sector organizations, those people who are entrusted with fiduciary responsibilities are accountable to shareholders, while taking into account the socio-economic and environmental impact of the business, or 'the triple bottom line' (King IV Report, 2016). On the other hand, the boards of directors in the NPOs are accountable to funders, beneficiaries and the broader community that they serve. Those people with fiduciary responsibilities act as intermediaries between those

that provide financial resources and the beneficiaries thereof. NPOs have a duty to use their resources effectively to achieve the objectives for which they were established (PFMA, 1999; King IV Report, 2016).

Several arguments by Wyngaard and Hendricks (2010) and Abor (2017) on the management of NPOs, suggest that the philanthropic management structure and model, with its emphasis on constituent representation, has worked well over the years and requires only minor adjustments to adapt to the ever-changing political, economic, social, technological, legal and environmental conditions facing the management of institutions today. A great deal of concern comes about with regard to the capacity of the traditional philanthropic model to meet the new strategic challenges posed by the increasing complexity of the socio-economic and political milieu in which non-profit organizations exist (Maseng, 2010; Taylor, 2016; King IV, 2016). With the increased monetary values, the complex business environments and the increased levels of responsibility and accountability by stakeholders in terms of good governance, funders and public entities require NPOs to have the necessary institutional arrangements and management controls in place to enable them to implement good governance practices. This assumes that the boards or management committees will have the necessary skills, knowledge and aptitude to discharge their responsibilities, which is often not the case, especially for small and emerging NPOs and those based in rural areas (Wyngaard & Hendricks, 2010). This view is corroborated by the findings regarding the biographical information of NPO board members that manage the youth development academies. In addition, the analysis of biographical information on the National NPO Register (2017) and STATSSA (2017) indicates an interesting demographic trend wherein the small and emerging NPOs, especially in the rural areas, have in the management structures ageing members whose education is barely at a functional level. To compound matters, the small NPOs have to contend with the 'founder' syndrome, which essentially refers to the main founder of that particular NPO who would refuse to relinquish controlling positions in the organization. This, and other factors such as liquidity and adequacy in funding, leaves the NPOs unable to attract and retain capable skills in the governance and management structures and

staff, thus perpetually having deficiencies in leadership capacity and administrative capacity.

To counter this dearth of managerial know-how, the King IV Report (2016) on good governance for NPOs proposes that, 'the governing body shall consist of a good balance of knowledge, skills, diversity and independence to discharge its responsibilities effectively and efficiently' (p.90). Earlier, Wyngaard & Hendricks (2010) had argued for a varied mix of backgrounds and skills in the composition of the governance and management structures of NPOs to provide them with the necessary set of skills and balance. Sanders & McClellan (2012) proposed that for organizations to survive turbulent environments they must possess high levels of efficiency and capability. The rapidly changing and complex environments in which NPOs operate require adaptive, capable and dynamic leadership that is able to continuously innovate and adapt to the ever-changing contexts. Later, this argument was supported by Taylor (2016), whose main point of argument on the governance and management structures was based on creating a balance between educational backgrounds, skills and philanthropic determination.

The terms of office for board members is the length of time that members are allowed to serve on the board. In the corporate world board model, there are specified limitations on the number of consecutive terms that board members may serve (NPO Act, 1997; King IV Report, 2016).

On the other hand, philanthropic boards have the tendency to serve beyond the terms of office prescribed either in their founding constitutions or the resolutions adopted during general meetings (Wyngaard and Hendricks, 2010; Taylor, 2016). This means that in some instances, board members may serve on the board indefinitely or in other cases, are allowed to select their successors in a self-perpetuating manner (Abor, 2017). In South Africa this is regulated under the NPO Act (1997), where boards or management committees are allowed to serve for one year. These structures may be re-elected during the annual general meeting provided their term of office has come to an end, or a member resigns, or the stakeholders decide to vote an office bearer out (NPO Act, 1997; Mngxitama, 2016; Netchipale, 2017). The researcher's observation is that the relatively

short period that NPO board or committee members spend in the governance structures of the NPOs is a contributory factor to the high turnover rates of members, turbulence in governance and management, loss of institutional memory, apathy and a disinclination to make bold, innovative and long-term decisions for the sustainability of the NPOs, given the precarious nature of their positions in the governance structures. Even capacity development initiatives would have minimal effect on improving the performance of NPO structures as a result of the constant changes in the membership. One could predict a turbulent atmosphere on the board or committee during the periods leading up to the annual general meetings, when board or committee elections take place. Lobbying community members and jostling for positions could detract the boards or committees from focusing on their roles as oversight bodies. Perhaps longer terms of office like in the corporate world would create a stable environment and allow for longevity among board or committee members. The role of local leadership in 'fuelling' the turbulent conditions cannot be discounted, as the presence of certain members of the boards or committees could be a benefit to those seeking greater influence in local community structures and political dynamics. Other factors, such as changes in personal circumstances can also contribute to the constant changes in the NPO governance structures. These conditions feed into the unpredictable, non-linear and turbulent environment discourse in which social organizations operate, as highlighted earlier (Duek et al., 2010; Rzevski, 2011; Bodhanya & Proches, 2013; Bodhanya, 2014). Thinking metaphorically about the governance structures of NPOs, they act as theatre stages where actors perform for a fickle audience, and as such should remain in sync with the feelings of the audience, who if not satisfied with the performance of the actors, will force their replacement. So the actors, in this case NPO board or committee members, perform in an ambiguous and uncertain environment, which is an inevitable consequence of the existence of internal and external agents.

Bang & Esmark (2013) and Ekundayo (2017) as cited in Xaba & Khanyile (2018), write about the drive towards improved governance measures as being largely influenced by the need to 'plug the leaks', deal with malfeasance and engender greater levels of accountability and good governance and to ultimately attract further funding or investment

through adequate oversight (Bang & Esmark, 2013; Ekundayo, 2017). Many of these writings are focused on the structural attributes of boards, or what Baatjes (2013) refers to as instrumentalism, instead of board processes (Leblanc & Gillies, 2003). This reductionist approach to governance remains of concern to academics and practitioners at large (Bozec & Bozec, 2012; Lockhart, 2013).

In terms of compensation for board or committee meetings, the philanthropic boards or committees have traditionally avoided compensating board or committee members. This is mainly due to the voluntary nature of board or committee service (NPO Act, 1997; Wyngaard and Hendricks, 2010). In the corporate world, board members are normally paid board fees for the time they spend doing board work, such as travelling and attending board meetings. With respect to the NPOs' boards, members are likely to view themselves as custodians of the organization's resources and fulfilling its fiduciary responsibilities while serving the community (King IV Report, 2016).

Government owned and managed institutions are likely to exhibit high levels of rigidity in terms of governance and management structures due to the bureaucratic nature of public management. Weiner and Alexander (1993) and Taylor (2016), in their hypotheses, postulate that government-owned and managed institutions, besides the management controls, are also subjected to additional public and political controls. Government owned but NPO managed institutions on the other hand, find themselves having to traverse a complex set of relationships between government, the community and the NPO board of directors, and to a certain extent, private sector boards (Abor, 2017).

Bolden (2011) advocated for critical reflection on the leadership perspectives in public, private and community organizations. He argued that leadership should facilitate reflections on the purposes and roles of leadership and an awareness of the effect that power, control and influence play in shaping what occurs within and outside organizations. Bolden (2011) challenged the notion of leadership as having two opposing camps, those who view leadership as individual agency and those who look at it as the result of systems designs and structures. He advocated for a critical perspective to management and leadership practices, in addition to what are normative and descriptive

perspectives. The distributed leadership theory was used to explore a sustainable management model for the youth development academies, given the complex environment in which they exist. Cogent leadership using a systemic approach within the increasing complexity becomes more relevant to achieve the objective of finding a sustainable management model. To this end, distributed leadership is characterized by concepts such as collaborative, shared, emergent and collective responsibility towards the management and leadership of organizations (Senge, 1992; Bolden, 2011). This is consistent with the shared governance model suggested by Gustav (2015) and elaborated on by Campbell (2017). This assertion is in recognition that organizations are made up of parts that are interconnected to make up the whole system and for the system to work seamlessly, the parts have to function efficiently. Scholars such as Bolden (2011) and Gronn (2015) went to great lengths to indicate the need to balance different 'hybrid configurations' of practice for distributed leadership to be effective. Based on this, the study, through the various vignettes, holds that this can also be applied to non-profit organizations. This will be done with due consideration for the complexity of organizations, as argued earlier by Young (2013), who aptly raised concerns of oversimplifying the theory of distributed leadership.

Transformative change in organizations entails leadership that seeks to rally people around a vision and lead them towards self-determination, emancipation and self-empowerment, particularly in contexts that are challenging and disempowering (Nkomo, 2014). Lange (2015) challenges the whole notion of leadership without knowledge. Lange, *ibid*, based her arguments on the model of post-managerialist leadership and governance, which should have knowledge and transformation as two aspects for which leadership should account. The researcher's summation of the two viewpoints is that in organizations such as NPOs, there needs to be knowledge among the leaders and managers who will be able to provide the necessary vision to enable the organization to navigate through the challenges that it faces.

The most valuable asset in any organization is its employees. Employee engagement is the key tool within any change process, large or small (Savolainen et al., 2014) and failure to communicate generally results in feelings of uncertainty and anxiety among individuals

(Parry, 2011:58). This study used the case of the youth development academies to probe the feelings of employees in an environment where there are two dichotomous forces involved in the management. In bureaucratic organizations, processes such as outputs and the skills of the employees are predictable and standardized according to job profiles (Scullion & Collings, 2011). Decisions are made within multiple hierarchical levels in an organization. These can entail horizontal, vertical and geographic hierarchies. In smaller organizations or in localized NPOs, this is often not the case, as operations are not as sophisticated. Jackson (2003) provides a thought-provoking treatise on situational or environmental variables affecting the behaviour of managers and employees in path-goal leadership theory, and this holds true for NPOs managing the youth development academies, where management operations are less sophisticated and the environment in which they operate influences their behaviour. In as much as the operations at the youth development academies were not as sophisticated as in commercial and corporate environments, the researcher asserts that they still need to be effective for the academies to achieve their objectives.

In their paper on complex partnerships in sustaining multi-stakeholder efforts in delivering community-based healthcare programmes, Ansari et al., (2005) make interesting observations on how these can be managed to ensure their success. A closer evaluation of these partnerships has revealed that in the process of encouraging all stakeholders to work towards closer relationships, it is necessary for stakeholders in the partnership to pay close attention to a variety of structural and operational dynamics and dimensions, the neglect of this important dimension could prove to be constraints to effective partnership functioning and therefore the success of the partnership and that of the programme. This study critically reviewed the challenges to collaborative working as experienced by the healthcare programmes as a result of less attention being paid to structural issues regarding the various parties involved. The discussion highlights the insights that partnerships offer to clarify the extent to which potential barriers could affect the stakeholder groups. The paper identifies potential impediments, such as structural dimensions, decision-making processes, ideological orientation and policy contestation and explicitly highlights ways in which these affect the fostering of partnerships.

Suggestions are also presented for their early detection and possible solutions to avoid problems later. The lessons learnt from these South African cases in the provision of community healthcare programmes, are that wide representation, commitment and a sense of ownership, sound leadership skills, regular and effective communication, employee engagement, sound expertise and capabilities and enough attention paid to power relations and policy contestation are crucial elements in the partnership equation. This paper concluded by challenging health administrators and partnership executives to devote attention to a variety of interacting components that, if not attended to, could impinge on the effectiveness of the multifaceted community healthcare programmes delivered in an integrated manner by various stakeholders. The researcher's analysis of this paper indicates similarities with observations made by Bodhanya and Proches (2013) and Chasomeris and Gilmore (2015) on the management of complex multi-stakeholder partnerships in delivering community-based programmes, even though their lessons were drawn from a sugar industry perspective.

2.3 CONCLUSION

In this chapter, the researcher discussed the nature of the youth development academies as outlined in the KwaZulu-Natal Youth Development Conceptual Framework, the objectives and key management challenges faced by the academies. Furthermore, the researcher sought to locate the youth development academy concept within the broader community development paradigm and how this related to youth development. The role that education and training plays in development of youth has been explored in greater detail.

The absence of literature specifically relating to the concept of youth development academies as envisioned by the KwaZulu-Natal Provincial Administration and the Department of Social Development has been highlighted. This, as indicated earlier, is one of the key motivations for the undertaking of the study of this nature as it seeks to generate new knowledge and contribute to scholarly work on youth development, more specifically on youth development academies. In the absence of literature that cogently deals with the concept of youth development academies an attempt was made in the study on the

empirical exploration of the concept to establish an epistemological foundation on which to anchor the thesis.

Fundamental discussions around the concept of youth development academies necessitated that the study looks at examples from other countries where there are institutions for youth development that have a close resemblance to the model found in the province of KwaZulu-Natal in South Africa. Through the eye of the needle, the study explored how the management functions were carried out in these institutions, from governance structures, the management echelons and the relationship that these management structures have with the external stakeholders such as the business sector and the communities. The study further explored different models of youth development academies in South Africa in the private sector and other forms. None could be exhibit similar characteristics, form and nature to those that are the subject of the study. The White Paper on the Post-School Education and Training as well as the supporting policy framework appears to be the first attempt at providing the legislative instruments that seek to define the location of education and training institutions for the out-of-school youth to address the skills shortage and provide employment opportunities, the management of such institutions and the roles of the different stakeholders.

It emerged in the discussions in this chapter that singling out one model of the youth development academies would be short-sighted as the establishment of these institutions is a response to specific challenges. The literature highlighted that underpinnings of the youth development academies as concept requires a deeper look at the complex environment within which they operate. The writings of different scholars revealed the critical role that the environmental factors have in the management of institutions operating in complex environments such as the youth development academies. The complexity highlighted necessitates a fresh look at resolving the vexing management challenges faced by the youth development academies, and a systems approach is suggested.

The next chapter, which is Chapter 3, is focused primarily on the theoretical constructs that underpin the management of institutions such as the youth development academies.

The chapter starts out by setting the scene for the theoretical framework presentation, why these particular theoretical constructs are chosen, and then presents a compendium of relevant theories. This is followed by a cogent discussion on the most relevant constructs that help to explain and understand the management of youth development academies within the context of this study and providing the rationale for the choices that were made.

CHAPTER 3

THEORETICAL FRAMEWORK

3.1 INTRODUCTION

This study explored two dominant theories that were deemed relevant in understanding the contextual environment in which the youth academies exist. In presenting these two theories, the researcher begins by giving an account of why these theories were deemed appropriate and their methodological influence on the study. These are complexity theory and systems theory. An investigation into the theoretical propositions presented by the two over-arching frameworks was undertaken and a discussion was presented with regard to the role performed by the various stakeholders. The primary focus was on the complex nature that shapes the relationships among the various stakeholders. Secondly, a discussion was pursued on ways in which the systems thinking approach can be employed to eliminate complexity by demonstrating the interconnectedness of the stakeholders, the interrelationship that exists and the mutually inclusive and part-dependent character of the relationships.

In framing this particular study, other theories in the domain of educational management, namely stakeholder management theory, organizational theory and distributed leadership theory that explain the unique relationships between the stakeholders in the context of managing youth development academies, were explored. A synopsis of each of these theories is provide hereunder.

3.2 COMPLEXITY THEORY

In this study complexity theory was applied to analyze the complex relationship between the various stakeholders who have a role, directly or indirectly, in the management of youth academies and the delivery of programmes and support. Complexity theory is broad and in the past there has been considerable academic work which has been undertaken on the theory and it is currently regarded as a suitable for understanding the management of organizations and changing behaviour patterns. It is a theory based on

relationships of components of the systems, emergence of properties, patterns and iterations of behaviour from the relationships, and it emphasizes the notion that the universe is full of systems and that these systems are complex and are constantly adapting to their environment (Fryer, 2013). Scholars such as McKelvey (1999), Blaser and Manthey (2011) hold that an advanced understanding of complexity needs a shift from what can be referred to as static complexity to a more creative conception of people and organizations which are interactions of a number of elements or parts that are dynamic in nature and the results of which are creative actions.

Complexity theory is essential about the study into the dynamic nature of complex adaptive systems (CAS). The study concludes that CAS are nonlinear in nature, that they have self-organizing characteristics, and that they have emergent properties, and agrees that organizations are human and organic CAS comprising of agents who are in this instance people, who by nature are prone to experiment, explore, self-organize, learn, and adapt to changes in their environment as part of human nature (Ying & Pheng, 2014).

The literature on complexity theory categorizes it as condition that portrays it as disorder, mess, uncertainty and chaos (Ackoff, 1981; Jauch & Kraft, 1986; Jackson, 2001; Meek, 2010; Bodhanya, 2014). Traditionally, it has been used mainly in mathematical studies and natural systems. A considerable amount of work has been undertaken on the subject and a number of insights have brought more information and shed more light on the field of complexity. The theory has evolved substantially and has been found suitable for the understanding of the changing behaviour patterns, as well as complex social and natural systems. Complexity theory teaches us about identity, it examines relationships, it explores communication in a complex environment and how mutual interactions are framed in the multi-stakeholder relationship. The management of youth development academies requires knowledge of the different elements or agents of the whole or what can be referred to as fractal properties that make up the stakeholders of the academies. This is vitally important or a *sine-qua-non* for the better understanding of intricate relationships in the education and development milieu which the academies belong to. The complexity of youth academy management and the typology of the environment within which they exist is complicated and one cannot predict effects thereof. Such a state

can be described as a complex adaptive system (Emmeche, 2015). CAS exudes properties that are sensitive and intricately dependent on initial conditions, which implies that small changes could possibly have fundamentally significant impact on the whole system (Bodhanya, 2014; Emmeche, 2015).

Complexity theory regards organizations as complex systems (McKelvey 1999; Cilliers, 2000; Meek, 2010; Blaser and Manthey 2011) and these have a number of different elements that interact dynamically through the exchange of information and shared energy. It should be noted that these interactions between the complex organizational systems are non-linear. This means that the interactions do not follow a straight and predictable line from one point to the next. With this proposition in place, it is argued that the youth academies are complex systems, the elements or constituent parts of which interact to exchange information and ideas. The constituent parts or elements of these complex systems are both internal, the board members, the staff, the social cooperatives, and external, the community, civil society organizations, businesses, various government departments and service providers. It is argued that these interactions are also non-linear. They occur within a complex and dynamic environment whose elements are by their nature and background complex. They display high levels of connectivity amongst the various components. The interaction of these elements is characterized by numerous feedback loops, which can have either a negative or positive influence, or both, on the system.

The term 'boundary' carries negative connotations. This is because it is often associated with rigidity, drawing lines of control, bureaucracy and inflexibility. In the mechanical field, boundaries are fixed and well-defined with a clear beginning and end (Greenhalgh, 2001). Complex systems have boundaries through which information and ideas are exchanged. These boundaries are fuzzy and permeable and allow in-and-out flow of information and energy. The types of boundaries found within elements of the complex systems are fluid and shift to different points within the broader system to accommodate the elasticity of the dynamics of interaction (Cilliers, 2001 & 2013; Swilling, 2014; Wouter, 2016; Hartwell, 2017). Accordingly, complex systems can be referred to as thermodynamically open and as such exchange ideas and information across lines

Given the arguments posited above with regard to the existence of fluid boundaries, complex systems are open. For the systems to be able to exchange energy and information, there has to be a degree of permeability of the boundary. The elements within the youth academies interact through the boundaries that exist within the system, as well as through boundaries between the complex systems. As much as the academies are designed with the same mission and vision, governance and management structures, as well as the same programme architecture, their behaviour is contingent upon the nature of the interaction among the system's elements. Cilliers (2013) holds that as the interactions of the elements of the complex system are dynamic and non-linear, they are therefore unpredictable.

One of the properties of the complex system is their ability to adapt and self-organize their internal structures to reach a point of equilibrium (Midgely, 2016). As complex adaptive systems with inner capabilities, the youth development academies are able to self-correct and self-organize when agents that could threaten their existence emerge. Hollings (2002) holds that complex systems going through adaptive cycles are able to ride out the stresses that accumulate as a result of the interactions of their elements. These stresses dissipate as they are pushed beyond the boundaries. The notion of declining resilience in complex adaptive systems is beginning to emerge, where organizations as systems become less resilient to the challenges facing them as a result of agents in their midst (Hollings, 2004; Coates, 2013). The management challenges at the youth development academies can thus be ascribed to a number of the stakeholders' or agents' interactions within the boundaries of the system.

Louth (2011) uses the Newtonian theory on reductionism to offer an explanation of complex systems that are low on resilience. He holds that such systems are prone to 'cascading failures' when confronted with momentous challenges. Based on the arguments on declining resilience (Hollings, 2004; Louth, 2011; Coates, 2013), the youth development academies, as complex systems, would have elements interacting within and outside the system and would have developed self-adaptive and self-regulating characteristics but where complex systems are low in resilience, they are likely to suffer debilitating failures.

Ekumo (2017) provides a critical analysis of the challenges faced by modern public service in both the developed and developing worlds, and according to Muir and Parker (2014), these challenges have become increasingly more complex, wicked and contested, given the global dynamics. Despite the diversity of management experiences and the rapid societal changes of recent years, evidence suggests that the public sector in all countries is faced with a myriad of complex policy challenges. These can be referred to as 'wicked' problems. These are as a result of social inequalities, poverty, unemployment and other global economic realities (Robinsom, 2015). Examples of 'complex' public policy problems include the dearth of skills, unemployment, growing inequalities and eradicating extreme poverty among young people. Meek (2010), argued that complexity theory basically has non-linearity, emergence, self-organization and complex adaptive systems as the main concepts that underpin its understanding.

By carefully studying these concepts one gains a better and deeper insights into the limitations of approaches that assume linear methods to the understanding of public policy formulation, development and management and leadership within public organizations, particularly in the youth development academies. The complexities of these policy issues arise not only from their scale, but also from the realization that solving them requires co-ordination, careful management and specialist expertise (Muir & Parker, 2014). This is especially true considering that the factors that contribute to complex problems are interdependent and multiple and interact with one another in numerous dynamic ways that vary radically at the micro, meso and macro levels. This means that complex problems do not have predictable outcomes and their variables are non-linear. Bodhanya (2016) contends that complexity thinking is about reaching an optimization stage of systems thinking. This contention should be understood within the cogent critical analysis and the perception of the systems approach as a way of understanding the emergent complexity within the system and to bring a certain degree of simplicity to the existing complex problem to be addressed.

Arthur (2014) suggests that in the quest to unravel the entanglement in the complexity theory, a careful examination of the deeper sources of complexity should be considered. According to Arthur, there are three sources of complexity. These are firstly, the growth

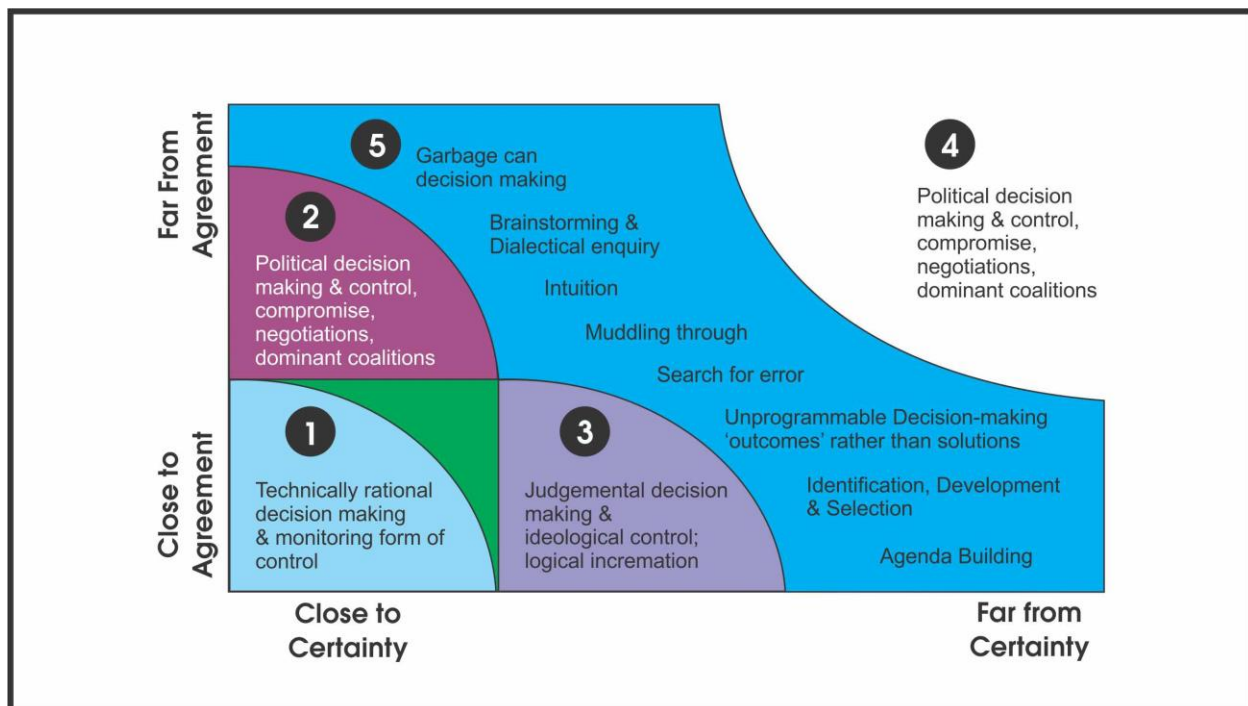
in co-evolutionary diversity. This applies socially, economically, technologically and ecologically. This essentially means that the gaps that remain vacant in the ecological sense are filled by niches and where those niches have shifted to fill the gaps, new vacancies open and over time each 'complexity begets complexity'. The second source of complexity is structural deepening, where diversity occurs at a component of unit level where, as the diversity within the system grows, it becomes more complex. With the passage of time the increasing complexity deepens and creates even deeper structural deepening. The third source of complexity is the capturing software, which essentially means that larger systems take over the functioning of smaller systems thus subsuming them into the larger system.

3.2.1 Complex Adaptive System

Pham (2017) contends that complex adaptive systems (CAS) are indeed complex by nature, that they are dynamic, that they are open systems which are made up of fractal agents that act independently from each but remain interconnected and that this behaviour has a huge potential for the agents to influence each other and this could practically have ramifications across the entire system. Based on the assertions at hand, CAS can be looked at from the same lens as that of examining the ecological systems which change and evolve all the time to self-organize and self-regulate and therefore becoming too complex for human agents to control. Ercetin, *et al* (2015) postulates that complexity theory has a far-reaching impact on the relationships within organizations because organizations as such are dynamic, organic and therefore non-linear. Complex systems involve constituents that interact nonlinearly and are capable of emerging behaviour not observed before, thus adding credence to the notion of unpredictability, writes Barasa et al., (2017) and the researcher agrees with this assertion and also posits that CAS exist in a dynamic state with multiple interacting agents. In addition to the unpredictability of the behaviour of complex adaptive systems in chaos, they tend to have patterns that are fractal and these patterns represent strange attractors since they are dissimilar but interconnected.

Ralph Stacey (2010) holds that understanding complexity theory and applying it to solve organizational challenges can at first seem daunting. He proposes using the 'Stacey

Matrix' to gain a better understanding of complexity theory. The 'Stacey Matrix' as reflected on Figure 3.1, looks at two dimensions of an organization and uses CAS. According to Stacey (2010) the one side of the matrix looks at 'the close to certainty' dimension, where there are clear links between the cause and the effect and where there are lessons that can be drawn from the previous similar experiences in the organization and how these were dealt with. Deductions can therefore be made from the previous experiences to have a degree of certainty of the outcome. At the other end of the matrix the model looks at 'the far from certainty' dimension. In this dimension, decisions do not carry any degree of certainty and the environmental conditions are uniquely different and there are no clear linkages between the cause and the effect. The other point of the matrix is about the organizational dimension that stretches from close to agreement to far from agreement. This implies that the forces in an organization are either close to reaching consensus or are far from it. Using past experiences alone does not guarantee correctly predicting the outcomes.



Source: Khanyile, 2017

Figure 3.1: Ralph Stacey Model

Stacey (2010) observed that an attempt to understand complexity theory can at first be a daunting undertaking. Rihani (2010) responded to this observation by Stacey and retorted that understanding complexity is actually relatively simple when using appropriate tools. Rihani suggests the use of concepts such as strange attractors, non-linearity, unpredictability, punctuated equilibrium, gateway events and evolution that are found in CAS as tools to understand complexity theory. These concepts are explored in this study to understand which elements are attractors in the youth academies and what attracts them. The study also explored the concept of non-linearity, unpredictability and punctuated equilibrium to underscore the unpredictable behaviour of the constituent elements in the youth academies, the non-linearity of events and outcomes as a result of this unpredictability, the 'disruptive' behaviour of the organizational elements that disturb equilibrium and the existence of the gateway events that offer opportunities for 'close to certainty' or 'far from certainty' (Stacey, 2010).

As highlighted earlier, complex policy problems in the developing world, such as tackling increasing poverty, inequalities and rising youth unemployment for example, require an innovative and audacious context-sensitive response from public managers and greater collaboration among key stakeholders, including civil society represented by NPOs (Head & Alford, 2015).

3.2.2 Emergence

In Jackson (2003) an argument is posited that part of the system can be understood within the relationship that it has with other parts of the system. From this argument it can be deduced that the focus should be on the relationships and the ways in which these influence the behaviour of the system. The complexity and non-linearity of the system in the youth development academies causes the emergence of other systems. It could therefore be argued that the behaviour of the youth academy as a system is influenced to a large extent by the interactions of the system at the micro and macro levels, not necessarily determined by the nature of the dealings within the various components of the system. When one attempts to understand the system, one has to study the system as a whole and not parts. This has to be understood from the argument which posits that the interactions of the fractal parts of the system is fundamentally complex, dynamic and

essentially non-linear and therefore unpredictably. To better describe this phenomenon one has to employ the concept of 'emergence'. Cilliers (2000) writes about the way in which the behaviour of the system is influenced by the nature of its interactions within the environment and not by what is contained in the components of the system itself. He also holds that given the nature of the interactions that occur within the systems and their environments, complex systems can be regarded as open systems and they exchange their influence, energy and information within their environment.

3.2.3 Stakeholder theory

Stakeholder theory mainly derives its definition from four disciplines in social sciences, and these are politics, sociology, economics, ethics and applied literature on systems theory and organisational studies (Mainardes, Alves & Raposo, 2012). Management of stakeholders in a complex environment in which the youth academies are based becomes critical for the success of the academies and to maintain good relationships with the environment. The concept of 'stakeholder' is mainly about the individuals or groups who have a direct or indirect stake in the system (Jackson, 2003). In the case of youth academies, the stakeholders are, the Department of Social Development, other government departments and state-owned institutions who have a direct or indirect interest, the NPO boards and staff at the academies, the social cooperatives that operate from the academies, the traditional leaders and the ward councilors where the academies are located. Doh et al., (2014) raise the argument that the list of stakeholders is potentially limitless, because, as argued by Bobeica (2011), identifying stakeholders is not an easy task, as the list of potential stakeholders is infinite. The rationale for stakeholder management is therefore to attempt to design an overarching framework for managers to be able to deal with managing and leading in turbulent environments (Freeman & McVea, 2001).

Louw et al., (2008) hold that various stakeholders have either a primary or secondary interest in the manner in which an organization is run. There are various internal and external stakeholders who have a direct or indirect stake in, and influence on, the organization (Thompson & Martin, 2005; Pearce et al., 2008). According to Louw et al., (2008), it is critically important that every organisation carefully identifies its main

stakeholders and to clearly define the key obligations that it has towards them. The key stakeholders are influential and have the power to direct the organisation towards either success or failure, and have been defined as those who have the power to thwart the organization from achieving its objectives and the potential to cause the organization's goals to fail (Prokopy, Carlton, Arbuckle, Haigh, Lemos, Mase, Babin, Dunn, Andresen, Angel and Hart, 2015).

According to the stakeholder management typology illustrated in Figure 3.2, when a stakeholder has only one of the three attributes, they are termed latent stakeholders and have low stakeholder significance (Mitchell, 1997; Nyanda, 2007). Khanyile & Green (2016) write that if the stakeholder's only attribute is power, they are referred to as dormant stakeholders, and if the attribute is legitimacy only they are regarded as discretionary stakeholders, and that if stakeholders only have urgency, they are known as demanding, and also when stakeholders only have salience and moderate presence, they are referred to as expectant stakeholders. Furthermore, Khanyile & Green explain that among the expectant stakeholders there are those who have power and legitimacy only and these are referred to as dominant stakeholders and those with legitimacy only and urgency are known as dependent stakeholders and those with only power and urgency are known as dangerous stakeholders. Mitchell (1997) holds that stakeholder salience will be high where all three attributes are perceived by managers to be present in a stakeholder and these are known as definitive stakeholders.

In figure 3.2 the representation of stakeholder typology when examined against the youth development academy management model identifies seven (7) key stakeholders.

The researcher observed that in order to better understand the dynamic interactions of people and organisations in the management of the youth development academies the general properties of non-linearity and complexity systems need to be considered. This observation is supported by Lorenz cited by Jackson (2003), who discovered that making predictions in complex natural and social systems is nearly impossible given the non-linear relationships that characterize the interactions between people and organisations. In Riley, Robinson, Gamble, Finegood, Sheppard, Penney & Best (2015:50) it is clearly indicated that because of the non-linearity of the system, there are no repetitions or re-occurrences, as each incidence has its own unique characteristics. This implies that although there are two youth development academies, each is unique given the geographic locations and peculiar environmental issues at each locale. The existence and uniqueness of equilibrium is an indication that the relationships between the various role players in the management of youth academies, stability and predictability observations can be made.

3.2.5 Agents with Schemata

Agents with schemata coexist at the macro and micro levels. At a micro level, agents co-evolve with each other and with other artefacts. At a macro level, systems co-exist with other systems.

The concept of 'emergence' becomes important at this stage, as we engage with complex systems, their elements and their interaction with other elements that are non-linear and thus produce unpredictable results as a result of the behaviour of the various elements. Holland (1995) suggests that the behaviour of individuals, parts or 'agents with schemata', is largely influenced by the level and type of input produced in a "dynamic system at a lower level of aggregation". The agents are connected to one another and they are influenced by the behaviour of another subset of agents in the system. The peculiar behaviour of the elements of the complex system has the causality that is a determinist form of predictability that brings to the fore emergent properties. Jackson (2003) writes extensively about these emergent properties that are brought about by the agents within the system. These 'agents with schemata' can seriously threaten the very existence of the system. The elements within the complex system, which given the unpredictable

results of their interactions, create an 'emergence' of properties by agents who are the stakeholders in the youth academies. The agents within the youth development academies are the various stakeholders and staff members who, because of their position structurally in the setting, could display peculiar attitudes. Their behaviour in the course of the interactions causes the emergence of other sub-agents that pursue specific intentions that could threaten the performance of the youth academies.

3.2.6 Edge of Chaos

When the system is at the edge of chaos, it demonstrates endless levels of diversity and inventiveness (Khanyile, 2015). Khanyile further explains that all systems invariably evolve to the edge of the precipice or chaos and this allows local creativity to generate characteristics that fundamentally change the way in which agents interact with each other (Khanyile, 2016). In Bodhanya (2014) and in Singh (2015) an argument is advanced which suggests that systems will essentially evolve when new agents or parts are introduced into the system. Kauffman (1993) had earlier referred to this as 'autocatalytic sets', which means that they can self-organize to combine ideas that would not have been initially contemplated at all. Based on this argument, the first interaction would slide towards the edge of chaos until there are policy trade-offs and new choices and positions are adopted. Later writings by Holland (1995) mentioned the concept of coevolution to the edge of chaos, suggesting that the dynamic interaction between agents could possibly gravitate towards the precipice. The author highlights the trade-offs between the various agents who have vested interests, and this can clearly be the situation within the youth development academy programme, wherein various 'agents' would hold hard and predetermined positions. This situation tilts towards a precipice until there are trade-offs and the scale tilts back to equilibrium.

Leading at the edge of chaos and in an environment characterised by complexities requires making decisions in complex situations, where there is no linear relationship between and among the factors involved, the agents or components (Luqman, 2012). The two youth development academies, in as much as their objectives, programmes and management systems are the same, are complex and diverse and display unique behaviour patterns influenced by their geographical locations and community

idiosyncrasies (Sunder, 2016). The quality of management at the youth development academies has been the subject of scrutiny by oversight bodies such as the Auditor-General, the Treasury (2014; 2015) and the National and Provincial Department of Social Development Portfolio Committees (2017). In all the reports by these oversight bodies, the complex environment in which the academies exist is acknowledged. Complexity science foregrounds the notion of management and leadership as an ‘emergent event, an outcome of relational interactions among agents’. Complexity science and chaos theory are said to be two sides of the same coin.

Tosey (2002), Jackson (2003) and Bodhanya (2014) all perceive complexity theory as a collection of thinking or mental approach that originated in branches of behavioural science which is concerned with how the natural systems behave. The substantial demand for the services offered at the youth development academies has forced leadership at a macro level, as well as at a local level, to view academies as complex adaptive systems that need to traverse to a higher fitness landscape in order to cope with, and adapt to ‘change, complexity and diversity’ and to encourage academies to operate at the edge of chaos. The term *edge of chaos* denotes the dynamics of (between) stability and instability, as well as turbulence and disequilibrium (Tosey, 2002; Khanyile, 2016). At this point, the notion of complexity leadership theory is introduced into the theoretical discourse which basically examines the interface of complexity theory within the context of leadership in a dynamic complex environment and the role of leadership in accelerating processes in organizations through which interdependent actions between and among numerous individuals combine for a collective good for organizations (Drath, 2001; Meyer et al., 2005; Khanyile, 2016). With complexity and leadership theories the key intersect between the two is that ‘strange attractors’ and the variables have to be adjusted to ensure that an ‘edge of chaos’ state is achieved (Jackson, 2003; Bodhanya, 2014; Mkhonta, 2014; Khanyile, 2016).

The youth development academies find themselves in an unenviable and unique position, where they are expected to develop young people through life skills and need-directed vocational skills, while struggling with capability, leadership and managerial challenges. The perception that a leader “acts on” issues within organizations to realize his/her

objectives could not be completely true against the backdrop where organizations are understood to be highly complex and nonlinear (Meyer et al., 2005). While the extant literature on the management of educational centres catering for out-of-school youths has not managed to identify a successful approach, it has identified the need for leaders to create a conducive environment or context for youth educational centres to succeed (Bryman, 2009).

3.2.7 Sensitive Dependence on Initial Conditions and Path Dependence

The conception of sensitive dependence to initial conditions has its origins in the thinking that minor changes in the initial conditions can have substantial effects further down the line and what can be regarded as small actions could lead to more complex outcomes. According to Jackson (2003), the past brings us to where we are today, the present, which determines the direction to the future. The youth development academies have evolved organically since 2013 when the first one was launched. This occurred against a backdrop of a high turnover of NPO board members and management.

Xaba (2015) wrote about Edward Lorenz's experimentation on long range weather forecasting who highlighted that small changes in a complex system's initial conditions can significantly change long term behaviour of the system. This was popularly known as the 'butterfly effect', where the flapping of wings by a tiny butterfly in some little corner in England can be seen to ultimately have an effect on weather conditions in China (Jackson, 2003). In chaos theory the butterfly effect can be likened to the sensitive dependence on initial conditions in which a small change in a non-linear system can result in a substantial difference in the behaviour of the system at a later stage. Complex theory focuses on disorder, irregularity, instability and unpredictability. Lorenz (1987) contends that prediction becomes difficult because the relationships within the system are non-linear. He contends that the initial conditions in the complex systems can have long-term and unpredictable outcomes. Outcomes have a sensitive dependence on the initial conditions that may have occurred in a far remote corner of the globe but have excessive ramifications for the broader system. Ructions could occur in a small corner of the organization that could have serious implications for the organization's relationship with its stakeholders (Xaba, 2015). Systems are therefore constantly adapting as the various

parts interact with their environments. The various parts continuously self-organize to respond to the changes in the environment.

In chaos theory we learn that the diffusion levels of order create disorder and that from disorder emerges order. Management in organizations have a responsibility to strategically move the operations from disorder to the edge of chaos to generate innovative and inventive suggestions to improve performance. Organisations that are pushed to the edge of chaos display 'order for free' behaviours and naturally undergo self-organisation in order to move towards greater fitness (Osborn & Hunt, 2007). Complex adaptive systems or CAS require dynamic and versatile leaders who continuously adopt various leadership styles in different situations, who appreciate complexity and readily embrace change as essential elements of learning organizations. These leaders cannot operate happily in normalcy but appreciate operating at the edge of chaos, where inventiveness, audacity and innovation are encouraged.

3.2.8 Co-Evolution and Egalitarianism

History matters, and where we come from is difficult to change but matters a lot because it has an effect on where we go. Co-evolution in this regard can refer to many things such as the history of the Sicabazini Development Centre before it became a youth development academy and the way in which the academy has evolved over the years as it sought to improve its operations and relevance. Egalitarianism is found in a society where all people are equal and there is a degree of fairness and classlessness among members. It is, among others, characterized by consensus among and between agents. However, because of complexity, there is a lack of understanding of the system that leads to the obscurity of certain operations and functions in other areas.

3.2.9 Punctuated Equilibrium

True, Jones & Baumgartner (2007) cited in Xaba (2015) explain that punctuated-equilibrium theory developed from a simple observation that political processes are generally characterized by stability and incrementalism but occasionally produce large-scale departures from the past. While both stability and change are important elements of the policy process, most policy models have been designed to explain, or at least have

been most successful at explaining, either the stability or the change. Mortensen, Jones & Baumgartner (2014) suggest that punctuated-equilibrium theory encompasses both. Punctuated-equilibrium best describes the trajectory and thrust envisaged in the youth development academy conceptual framework, which is aimed at incrementally overhauling the model for the provision of programmes for youth development that exhibit alignment to current policy provisions but at the same time is characterized by an audacious departure from the ordinary.

3.2.10 Self-Organization

Bodhanya (2014) explains self-organization as a point in a complex dynamic environment where agents intermingle in a bottom-up approach, influenced by both positive and negative feedback according to their own principles or rules, given that they do not work from one set of rules, resulting in new choices or directions in a self-organizing way. This means that in a system agents are able to self-organize to new levels of order and behaviour without any external intervention. Fryer (2013) felt that where agents take charge of their environment there is no hierarchy of command and control in a complex adaptive system. There is no planning or managing, but there is a constant re-organising to find the best fit with the environment. Agents intermingle in a bottom-up approach, influenced by both positive and negative feedback, according to their own principles or rules given that they do not work from one set of rules, resulting in new choices or direction in a self-organising way (Khanyile, Mkhonta & Xaba, 2015).

3.2.11 Societal learning and change (SLC)

To meaningfully address dynamic and changing relationships and social challenges, the societal learning and change (SLC) tool is suggested. The successful management of these fluid relationships, according to Waddell (2005), requires the review of relationships at a macro level between the main systems in a country such as government, civil society and business. Molleman, Quinones and Weissing (2013) support the viewpoint that in relationships there needs to be a structure and realistic ecological patterns for societal learning to occur. Thompsons et al., (2018) contend that soft systems thinking and

societal learning theory help in exposing holes in the assumption that complex systems can be dealt with through the objective observation of processes, given their unpredictable nature. Thompson's argument highlights the fact that youth development, and therefore the learning that occurs in youth development academies, is a social process where objectives are contested and learning is context driven. This argument provides further insights into adaptive management in a way that focuses on the social processes involved in management and decision-making. It would therefore be safe to assume that an approach to adaptive management should be based on the collaborative effort of achieving a common goal as an emergent property of complex social relationships. In educational management theory Bush (1986; 1995; 1999; 2003) posits that any educational institution should base its management practices on the key objectives and aims of that institution.

The researcher agrees with Thompson's (2018) central argument proposing that in order to define an adaptive management context and to determine the objectives that are desirable and feasible to the participants, the problem has to be located in its socio-ecological context. Mshangi et al., (2017) had previously contributed to this argument by proposing that actors should undertake collaborative actions that reflect their commitment to the objectives of achieving learning and building socially sustainable organizations. To this end it is contended that careful management of multi-stakeholder processes that are diabolically conflicting and that often create paradoxical tensions are required.

The SLC framework provides managers and scholars with a focused approach to deal with changing complex issues. To achieve this, Waddell (2005) advocates for a learning and a change management process in organizations. At individual level this calls for the creation of mental models that allow for cognitive, motor and emotional learning to propel change. At a group level, Waddell suggests that learning should be focused on political and socio-economic aspects to better manage interactions between government, business and civil society organizations.

Standing (2010) cited in Xaba (2015) writes about the emergence of the precariat class in society and thus posing substantial dangers to social order if not kept in check. The need for adherence to social order is to be found in Joynt and Webster (2012) who explain that hegemony naturally captures unoccupied space and that the way in which social order executed leads to contestation and challenges by social groups who no longer feel represented, groups who feel excluded and marginalized from the mainstream socio-economic activities in a country. The precariat, which is a product of inequality, is described by von Holdt (2012) as those members of society who are a direct result of the structural socio-economic conditions. This holds true for the role of the traditional leadership where the youth development academies are located. The influence that the local ward councillors wield is consistent with assertions by various writers on the subject (Standing, 2010; Joynt & Webster, 2012; von Holdt, 2012).

Academic writings by a variety of authors (Chiot, 1994; Jaffe, 1990; McMichael, 2000) point to the need for the restructuring of relationships between individuals, groups and organizations so that they are in a position to respond sufficiently to new developmental challenges that confront society. This argument is relevant within the viable constellation model, which can be described as a model driven by complexity and designed to manage multi-functional collaborations within dynamic and complex systems (Surman, 2006; Hardman, 2015) and as explained earlier on when describing the complex social systems. The viable constellation model can also be described as a dynamic process that brings together various interested parties who have a common vision and objectives to achieve without having to form new organizations. Initially, the conditions within the model might appear messy and chaotic, but the common vision and objectives hold the parties together. It could therefore be suggested that through carefully managing and balancing the mess with chaos and order, as well as the energy and structure, the model can essentially support a multi-functional cross-partnerships and networks within a complex system. The various parties involved in the management of the youth development academies can best be brought together, it is proposed, by the viable constellation model, which can mainly be used to bring together various role-players to work as a team towards achieving a common objective in a multi-disciplinary manner within a matrix relationship.

Based on the argument presented above, it could therefore be proposed that certain pre-conditions should be met if the constellation model is to be viable and succeed. These are: common vision and objectives; the presence of interested parties who are bound together by common interests; the enabling policy environment for the vision and objectives to find traction; the sustainable structures and management model to drive the vision and objectives and the allocation of resources.

Kisker (2007) employs the network embeddedness theory to examine the processes involved in creating and sustaining partnerships. In particular, this article describes the inherent challenges with partnerships in management and governance.

3.3 PUBLIC POLICY AND COMPLEXITY

This study also critically explored the limitations presented by the traditional public administration practices and those of the New Public Management (NPM) perspective. Meek (2010) indicates that non-linearity in public policy processes and the lack of predictable outcomes lead to inventiveness and the policies being designed with their contextually unique characteristics given the divergent nature of role players. The central place of the properties of the complexity theory that are dealt with here provide for a better understanding of the non-predictive and dynamic nature of the various environmental contexts within which policies are planned, designed and implemented. Morçöl (2002) suggests that emergence, dissipative structures and self-organisation are constructs of the complexity theory and that such conceptions help to improve our understanding of the role that complexity theory can play in creating a better understanding of dynamic public policy contexts.

Xaba (2015) argues that the interface between politics and policy performs a critical role in defining a particular strategic thrust and path that a public policy follows, as well as the focus of the interventions. Power and policy, as defined by Lukes (1993), as the capacity of those in authority to shape and modify people's desires and interests. He further suggests that power can be exercised against people's wishes. Dahl (2011) contended that power could be defined in terms of the relationships between various people, structures and organizations and should be as expansive and ubiquitous as any other

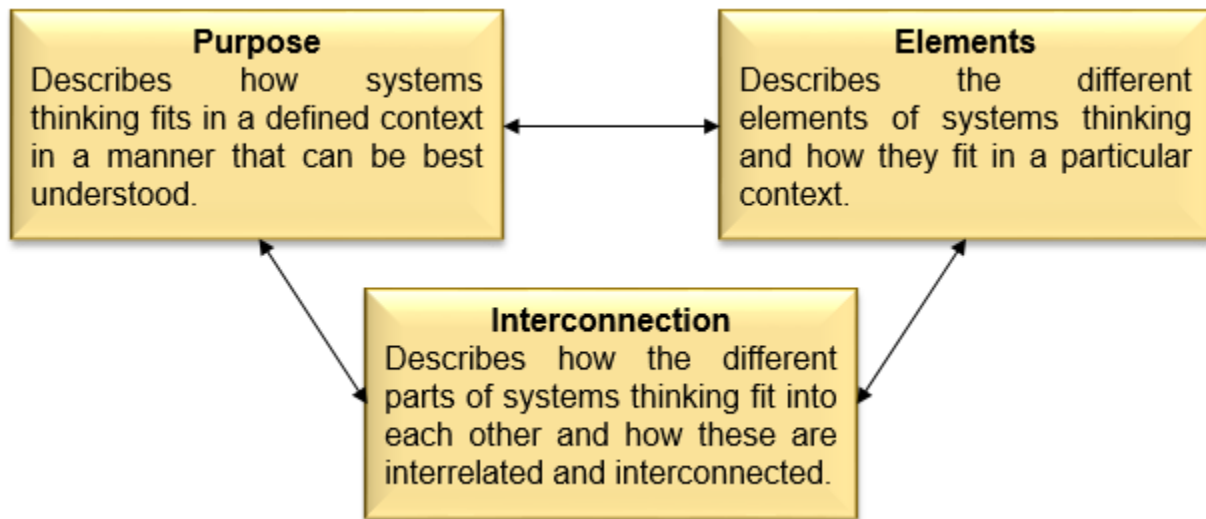
social theory. This is commensurate with the argument presented earlier that organizations should be viewed as social beings within the realms of social theory. There is a strong correlation between this description and the central tenets of complexity and systems theories, as public policy occurs within a setting of a multi-stakeholder environment and contending needs and interests. In Dye (2012) public policy is defined as a concerted effort to define the path and course of action following a set of decisions. This is relevant as the study is concerned with the way in which the public policy on youth development, and specifically on youth development academies, was translated into management actions.

The study sought to argue that modern public sector management and related policies in developing countries is intertwined with complex power dynamics between forces, environmental complexity and social norms and should therefore focus on building relationships as a means of developing trust and engendering cooperation among critical elements (Bolden, 2011; Ekuma, 2016). The study sought to use the youth development academies' lessons to formulate a new model for public institutions' governance that could be replicated in other developing countries that recognize the changing nature and emerging complexities of both public service and the needs of a developing society. The rich picture as a tool of analysis was used to illustrate the complex nature of the government and NPO partnership.

3.4 SYSTEMS THEORY

The systems thinking theory and approach can be found in a number of disciplines. Systems exist everywhere, such as motor vehicles, human bodies, communities, environments, transport, economy, education, politics and organizations. In the systems theory parlance, modern organizations are viewed as systems (Jackson, 2003). Meadows (2008) defines systems thinking as a sum total of interdependent and interrelated parts of the whole. Bodhanya (2018) views the systems thinking approach as an exercise of looking at an organism or object as a whole rather than looking at its constituent parts. He uses concepts such as holism, feedback loops and non-linearism and systems boundaries. His definition is characterized by interconnectedness, interrelatedness,

symbioticism and non-linearism. Sheffield (2012) holds that systems thinking tools can be of use in solving complex management problems and that project managers who are constantly working with multiple stakeholders can benefit from what the systems thinking tools can provide. Systems thinking recognizes that groups of individuals, structures and processes within an organization are interdependent and that this symbiotic relationship enables it to function.



Source: Adapted from Arnold and Wade (2015).

Figure 3.3: Essential requirements in defining System Thinking

Figure 3.3 illustrates the *purpose* of systems thinking in a context and the way in which the goal, objective and purpose of systems thinking relates to the context in which it is applied. The *elements* of systems thinking are about the characteristics that the system depicts, as they are applied in a context and finally, *the interconnection* refers to the way in which the system as a whole relates to the various parts that make up the whole.

Earlier writings on systems thinking by Richmond (1984) referred to it as the art and science of understanding underlying behaviour through seeking deeper meaning and drawing inferences by examining the whole rather the parts that make up the whole. Peter Senge (1990) defined systems thinking as a discipline and an approach that enables us to see the wholes as opposed to seeing parts or individual things. He argues that systems thinking is a discipline and an approach that allows us to see interrelationships rather than

things, of being able to see 'patterns of change' rather than snapshot views that are static rather than dynamic. Senge's definition supports the earlier definition by Richmond, who also emphasizes the approach of seeing the whole. These assertions of seeing the whole, (Richmond, 1984, Senge, 1990; Jackson, 2003; Meadows, 2008; Sheffield, 2012; Bodhanya, 2014 & 2018), rather than parts of the whole befits the approach adopted for this study, that of looking at the youth development academy model as a system made up of parts. Sweeney and Sterman (2000) go further in defining systems thinking by including dynamic complexity caused by the interaction of its agents over a period of time as an essential element in gaining an understanding of a system. They emphasise the ability to identify feedback loops in a system, understand mapping in a system and understand the non-linear complex relationship in a system and the recognition and application of boundaries and mental models.

Kopainsky, Alessi, & Davidsen (2011) build on the earlier work of Sweeney and Sterman (2000) of creating an ability to identify non-linear relationships, different variables, feedback loops and interconnections in a system. Squires, Wade, Dominick & Gelosh (2011), in their research project, defined systems thinking as an ability to understand the diversity of the environment of the system, the interconnectedness and interrelationships and the complex system behaviour. The systems thinking approach becomes particularly significant when examining management challenges faced by NPOs given the complexity of their operating environments. This is also evident from the existing literature which tends to focus more on parts of the problem instead of looking at the whole. Even current management approaches whether anecdotal or empirical or scientific have a propensity of following a reductionist approach to dealing with management problems instead of adopting a holistic, expansive and macroscopic view of the problem.

Table 3.1 summarizes the key elements and arguments by various authors with regards to systems thinking. Key words are used to summarize these key elements and arguments so that the study is anchored in a particular paradigm of understanding.

Table 3.1: Comparison of systems thinking definitions

Author	Key Elements
Richmond (2001, 2004, 2005)	<ul style="list-style-type: none"> Looking at wholes as opposed to parts; Feedback loops; Systems thinking influenced by agents; Dynamic complex relationship
Senge (1990, 1992, 1994, 2003, 2006, 2007, 2010)	<ul style="list-style-type: none"> Looking at wholes as opposed to parts; Feedback loops; Interrelationships; Patterns;
Jackson (2000, 2001, 2003, 2005)	<ul style="list-style-type: none"> Looking at wholes as opposed to parts; Feedback loops; Systems thinking influenced by agents;
Sweeney & Sterman (2000)	<ul style="list-style-type: none"> Looking at wholes as opposed to parts; Feedback loops; Systems thinking influenced by agents; Dynamic complex relationship; Non-linear relationships
Kopainsky, Alessi, & Davidsen (2011)	<ul style="list-style-type: none"> Feedback loops; Non-linear relationships
Squires, Wade, Dominick, & Gelosh (2011)	<ul style="list-style-type: none"> Interrelationships and interconnections
Meadows (2008)	<ul style="list-style-type: none"> Interdependent and interrelated structures;
Sheffield (2012)	<ul style="list-style-type: none"> Dynamic complex relationships
Bodhanya (2014, 2015, 2017, 2018)	<ul style="list-style-type: none"> Looking at wholes as opposed to parts; Feedback loops; Systems thinking influenced by agents; Dynamic complex relationship; Systems boundaries; Interrelationships and interconnections; Non-linear relationships

In Table 3.1 there is a golden thread that runs through all the definitions of systems theory, systems thinking and the systems approach and how these link back to the research questions and the research topic. The golden thread is characterized by ubiquitous and common elements featuring interrelatedness, interconnectedness, interdependence, dynamic complex relationships, non-linear relationships, feedback loops, looking at wholes rather than parts and the influence of agents on the system.

To have a deeper understanding of the system, the youth development academy requires a holistic approach that looks at the youth development academy as a system. Our ability to transcend the compartmentalized and reductionist approach of looking at a system as parts to looking at the system as a 'whole', is consistent with Richmond's argument that is concerned with seeing the forest rather than the trees. Looking at the system as a 'whole' rather than parts allows us to adopt mental models and allows the ability to think abstractly using multiple perspectives, the mental ability to work within permeable and pliable boundaries, understanding complex operational contexts of a systems, including inter and intra-relationships and interdependencies (Squires, Wade, Dominick & Gelosh, 2011). At this level of mental ability, we are able to understand the complexities within the system and their peculiar behaviour and are able to mentally create scenarios for possible behaviours in the system and how to deal with these scenarios. Bodhanya (2018) writes about mental models that we have to develop in order to understand systems in the abstract. These include adopting particular paradigms for discerning abstract concepts, skills, experiences and knowledge and the ways in which the combination of these create a particular view of the world. Adopting this approach allows the examination of the underlying behaviours in the system that are influenced by the agents in the system.

Arnold & Wade (2015) summarize what is a rich field of views on systems thinking as, '*a set of synergistic analytic skills used to improve the capability of identifying and understanding systems, predicting their behaviours, and devising modifications to them in order to produce desired effects*' (Arnold & Wade, 2015:675). In their summary, Arnold & Wade (2015) suggest the adoption of mental and thinking skills and an ability to look at systems as a 'group or combination of interrelated, interconnected and interdependent elements forming collective entities'.

The youth development academies exist in environments made up of various parts. These parts are the Department of Social Development, other government departments, the boards, management, staff, cooperatives, TVET colleges, the community, businesses, traditional leadership and local government. These parts are a configuration of fractal parts that are connected through a network of relationships between individuals, organizations and the environments in which they exist (Ekuma, 2017; Khanyile, 2017). Systems theory is critically important in looking at structures that underpin complex situations and to simplify life by enabling us to identify deeper patterns lying beneath the events in greater detail (Jackson, 2003; Ekuma, 2017; Khanyile, 2017). This links with the earlier proposition that distributed leadership complements the systems approach to leadership in that efficient functioning of the whole system is contingent on the proper functioning of the various parts of the system, where people involved with the various units and the managerial level function in tandem to achieve the objectives of the organization.

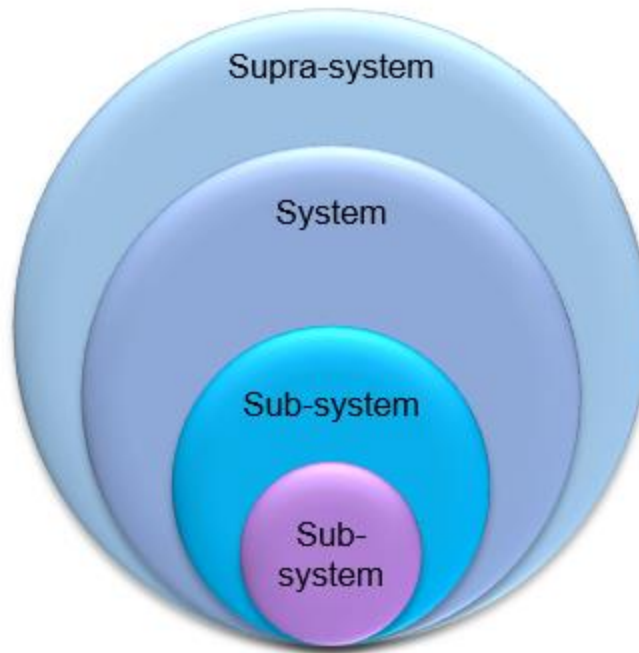
Systems thinking theory has over the years evolved and added 'hard systems' as an offshoot of systems thinking. Hard systems thinking places emphasis on establishing plans, objectives and well-defined methodologies to improve performance, and when results are not achieved according to the predetermined objectives, it applies scientific models and rational testing to implement and evaluate processes. Hard systems thinking assumes a singular approach to the management of organizations with less regard for the dynamic nature of organizations and the complex environments in which they exist (Bodhanya, 2014). This type of approach has serious limitations when it encounters complex challenges in the environments in which it is employed. Various epistemological assumptions are at play. This brings to the fore the paradigm that was adopted for this study. This paradigmatic approach agrees with systems theorists such as Beer, Checkland, Senge, Jackson, Vladimir and Margarita, all of whom emphasize the notion that systems thinking theory approaches should have sociological foundations, as systems thinking is about the world and hypothesises that the world is made up societies that are essentially social systems. Luhman (2013) writes about the 'pliability' of a 'loosely

coupled system' that offer less rigidity. This assertion is consistent with the soft systems approach and the notion of interrelatedness within the system.

Margarita and Vladimir (2014) and Bodhanya (2014) postulated that sub-systems are smaller components of a whole system and if one is removed, the system will either not function properly or it will collapse. Sub-systems refer to the unique set of patterns and the activities within a system and between them. Thus, the relationships, the interconnectedness and interrelatedness between the parts of the system cause them to be sub-systems (Margarita and Vladimir, 2014). According to Bodhanya (2014), systems mapping helps to illustrate the interconnectedness within the system.

It would then be safe to conclude that by systems diagramming, thinkers are able to highlight key influences between supra-system, system and sub-systems and within the environment, thus underscoring their interrelatedness and interconnectedness. Figure 3.4 aptly illustrates this relationship between the various parts of the supra-system.

Writings by Edwards (2005), Bodhanya (2014) and Singh & Bozac (2015) support this relationship, wherein the concept of systems holon is explained in relation to organizational behaviour and change and the ways in which these transcend 'soft' boundaries through the interconnected relationships. Boundaries in this instance are denoted as 'soft' because they are permeable and allow for the flow of energy to influence behaviour, thus changing the system.



Source: Adapted from Bodhanya, 2014

Figure 3.4: An Illustration of a systems holon

As mentioned earlier, a system has specified boundaries that set lines of separation of its components from those that are outside the environment. Interaction of these components can occur in a horizontal axis, whereby interaction takes place within the systems' boundary in a continuum (Bodhanya, 2014; Bozas, 2015; Singh, 2015), or it can be a vertical interaction, whereby the interaction of the system with its environment is included. Interactive processes refer to the methods used to encourage vertical and horizontal interaction. The result of this interrelatedness between the parts of the system is the complexity of the system (Margarita and Vladmir, 2014) and this underscores the assertion that the interrelatedness of the stakeholder interface at the youth development academies is a representation of the complexity of the system. The researcher posits that understanding the interactive processes within the system helps to create a more expansive appreciation of how the whole system functions.

Emerging properties are about "those functions, attributes or behaviours, good or bad, which would not exist except for the operation of a system" (Grazzini, 2012), and the earlier argument on the 'agents with schemata' by Bodhanya (2014) and Khanyile (2015

& 2016) supports this point. The researcher adds to this argument in that they are a result of the interactive processes between components within the boundaries of a system and are therefore unpredictable in nature.

Hollings et al., (2010) advance useful suggestions on how organizations with low resilience levels can solve their challenges. They argue for the use of distributed problem solving mechanisms that explore the landscape in search of potential solutions. Young's (2013) distributed leadership theory applied with distributed problem-solving provides respite to complex systems with 'brittle' resilience in the face of relentless onslaughts by agents with schemata.

In this study the internal and external role-players that are directly or indirectly involved with the youth development academies should be considered as a system and be viewed in a holistic manner. NPOs, this includes the youth development academy that is managed by an NPO, should be viewed as a system made of different but interrelated parts and a full set of relationships within the system (Bodhanya, 2018). Based on this, the parts of the system are the Department of Social Development, other government departments, the private sector, the community, the NPO boards, management, staff, students, the curriculum, management systems, risk management, productivity, reputation and the social cooperative that is operational within the youth academies. The external role players include the other NPOs, social cooperatives, local leadership, other government departments and the business sector who form part of the supra system. To fully understand this system requires an examination of the links, the interactions and the relationships between the components that make up the whole system. To be able to see the various parts of the whole as a system, a certain degree of mind-set shift is required through creating mental models, as proposed by Bodhanya (2018). This author holds that decisions in a system approach are based on our mental models and contends that mental models are not complete until the viewer has created a vision of what he wishes to see. He hastens to add that 'holism' in a system requires that we create a mental model that is able to discern the impact and effect relationship of what we see and the decisions that we make. Given the argument presented above, the researcher agrees with this contention based on collective observations of the foregoing proposition. The researcher

adds that creating a mental model can be likened to looking at an iceberg, as the mental model only sees the tip of the iceberg and ignores the underlying parts or issues below the surface, thereby missing the deeper appreciation of the entirety of the system. The researcher's contention is that parts of a system are so interconnected and interrelated that a stimulus in a system causes a ripple effect in the system. The reverberation within the system can be likened to a feedback mechanism that feeds into the next part as the reverberation is felt throughout the system. The systems thinking and approach therefore allows us to look deeper into causal effects by allowing us to balance the short and long term objectives without causing an upset in the system.

In attempting to keep organizations performing optimally and remaining competitive and relevant, the systems approaches can be categorized into Types A, B, C and D (Jackson, 2003).

Type A systems approaches focus mainly on the viability of organizations as they pursue their predetermined goals. To ensure viability, capacity-building is given attention. In ensuring control, direction and providing procedures in organizations, cybernetic models known as viable systems models (VSMs) are often employed to deal with the varying complexities in organizations. These are explored in further detail later in the study.

The **Type B** systems approaches seek to explore and clarify what the stakeholders wish to pursue and achieve in organizations. The diverse views and value systems that stakeholders bring to the fore are dealt with through this type of approach. Stakeholder theory was used in this study to provide a theoretical underpinning for Jackson's (2003) argument.

Type C systems approaches ensure that all stakeholders benefit from the way in which the system is designed by eliminating any bias based on an individual's cultural, racial, sexual and/or religious orientation. The stakeholder theory becomes relevant in this regard, as it provides for a deeper understanding of the youth development academies' idiosyncrasies.

Type D systems thinking approaches bring to the fore the diverse thinking involved with problem-solving, thereby enriching the various options available for the common good of organizations. This becomes critically important for the successful management of youth development academies, given the diversity of stakeholders involved.

Systems thinking approaches are concerned with unravelling the complex nature of organizations with a view to improving their functionality and give them a competitive edge over their counterparts. The relationships within the organizations and with their environments and the way in which the environmental issues have a profound role in shaping the nature of the responses to challenges is paramount in systems thinking (Senge, 1990). Systems approaches emphasise innovation and creativity in dealing with organizational challenges.

Jackson (2003) proposes that sociological paradigms be employed in seeking creative approaches to managing organizations and to dealing with the complexity of the challenges with which they are faced. In this, four main sociological paradigms are explored.

- *Functionalist paradigm* – places emphasis on the efficient functioning of the various parts of the organization to ensure success and therefore survival. It advocates for managers to constantly remain in full control of operations.
- *Interpretive paradigm* – is related to the way in which organizations derive meaning from the various situations in which they find themselves. The people, the technology, the regulatory framework and environmental issues have profound meanings that have to be interpreted and applied to improve the functioning of organizations.
- *Emancipatory paradigm* – is concerned with power relations and the ways in which those that are marginalized are given the power to be emancipated from domination and become empowered. It is opposed to any form of discrimination in organizations.

- *Post-modern paradigm* – advocates for space for the often discarded view points by bringing them to the fore and encourages a diversity of opinions to enrich the process.

3.4.1 Organizational Theory and Systems Thinking

In using organizational theory and creativity in the management of organizations, Morgan (2011) uses metaphors to unpack organizational behaviour. The researcher supports this approach and adds that this perspective can include social theory, as organizations can also be construed as social entities. The researcher's expansion of Morgan's view is premised on the earlier exposition of organizations, in this case youth development academies, as social organizations that have a duty and purpose to impart values, culture and skills development within the context of societal expectations. The use of metaphors in organizational theory is enriched by Ortenblad (2016), Pinto (2016), McCabe (2016) and relatedly Kemp (2016), who use imagery to evaluate, critique and conduct empirical and experiential observations to build fantasy and conceptual development out of the images created. They argue for the use of metaphors to gain a better understanding of organizations and view the metaphors described below as critical.

- *Organizations as machines* – this view is based on the notion of organizations achieving their owners' objectives and on linear approaches. It emphasises achieving efficiencies. This metaphor is diametrically opposed to the earlier definitions of systems theory and approaches that emphasize non-linearity.
- *Organizations as organisms* – looks at organizations as the wholes that are made up of various intricately interconnected parts. It views organizations as open systems that are constantly in touch with their environments through the exchange of energies. This characterization of organizations firmly supports the notion of systems thinking illustrated earlier by several scholars placing emphasis on interrelations, interconnections and interdependencies.
- *Organizations as brains* – emphasises control and decision-making. Continuous learning is promoted by this metaphor. The systems thinking and approach

requires abstract mental models and by assumption, this requires continuous learning and acquisition of knowledge and skills.

- *Flux and transformation* – calls for managers to understand and interact with the negative and positive feedback loops as they pursue better understanding of their environments. This metaphor is congruent with the properties of the feedback and control within the complex adaptive system.
- *Culture* – according to this metaphor people are valuable assets in their organizations. The manner in which they perceive the world has a significant role in the manner in which they respond to certain dynamics within organizations.
- *Political metaphor* – looks at the power relationships within organizations and the ways in which these manifest themselves in these organizations' management. The source of this power determines how individuals within organizations relate and compete with one another. Competition could also be the source of conflict. Depending on how the conflict is managed, it can become either functional or dysfunctional conflict.

According to Senge (1990), system dynamics is concerned with the feedback loops and looks at the bigger picture of structures that form the complex systems. The various layers of an organization are related through the feedback loops, whether positive or negative. System dynamics is concerned with drawing boundaries that enclose all that has a relationship with the system and keep those that do not have any relationships with the system out.

According to several scholars, namely Beer (1974), Edwards (1992), Cooper (1998), Anderson (1999) and Perez (2010), organizational cybernetics is concerned with organizational control. The various parts of the organization have a locus of control that determine the way in which the various parts respond and behave under different conditions. The risk is when the various parts assume lives of their own. The viable systems model (VSM) prescribes the organizational designs that are adaptive and focused on achieving goals (Espejo, 1990; Jackson, 2003; Schwaninger, 2006; Hoverstadt, 2011; Reyes, 2011). VSM advocates for the establishment of organizational identity and purpose from which the various business units find meaning and relationships

with others are established. It deals with the challenges of centralization and decentralization by allowing the autonomy of various parts to achieve complementary relationships that mutually benefit each component and the organization as a whole. Wherein there are weaknesses in governance and management controls, deficiencies in the achievement of objectives, the organization is bound to suffer inefficiencies. It can therefore be concluded that even in instances where there are good organizational designs with well-defined functional decompositions through cybernetic controls, the absence of capable and skilled individuals at leadership, management and production levels will be counter-productive.

The strictly stratified and hierarchical organizations that are rule and procedure bound are stifled and denied innovation and creativity. Jackson (2003) calls for creative holism, where organizations are viewed as a holistic system made up of several interconnected parts that are relevant for the functional existence of the others. This argument is supported by Senge et al., (1992), who call for greater flexibility for organizational management, as they are becoming increasingly more complex. He calls for recognition of the sprawl of organizations as they naturally evolve to create more efficiencies and relevance in the face of rapid economic, social, technological, environmental and legal changes at any given time. This could be achieved, he argues, through innovations with regard to the reward systems, redesigning structures to reduce hierarchy and too many layers and increasing decentralized decision-making to a local level.

The methodologies that assume a pluralistic approach to the management of organizations and understanding the significantly complex environments in which they operate would seem more viable. This is often referred to as a soft systems approach, as opposed to a hard systems approach. This could hold true for the youth development academies given their complex operational environments.

Jackson (2003) holds that looking at organizations' predetermined goals and objectives in an attempt to understand the organizations' purpose cannot work. Jackson (2003) holds that this approach ignores the complexity, dynamism and multitude of levels that exist in organizations, the beliefs, politics, power and cultures (Senge, 1990).

Organizations display various characteristics at their various levels, depending on the size of the organization, the various hierarchical layers and its spread across the country. If the organization is multinational, the level of complexity increases, as it has to deal with its internal politics, power relationships, culture and the operating environment in the home country (Khanyile, 2015). This is compounded by the complex nature of operating environments in the host countries. When analysing such organizations, the vertical hierarchical complexities, the horizontal complexities and the spatial complexities should be taken into account to fully appreciate the environmental issues with which such organizations must contend (Khanyile, Mkhonta & Xaba, 2014). For smaller organizations such as the NPOs, as outlined earlier, they display characteristics of leadership and management deficits, unable to attract adequate funding and skilled leaders, managers and staff, dichotomous trajectories between the NPO and funders, local contestation for control and access to resources.

3.4.2 The Soft Systems Methodology (SSM)

The SSM is an action-oriented methodology used to solve problems in organizations in a holistic and integrated manner (Jackson, 2003; Checkland & Poultrier, 2010; Bodhanya, 2014). The SSM approach proposes, through the variety of its tools, uses a comparative analysis of the 'real world' or 'world view' challenges and the feasibility of the proposed solutions to create deeper insights about the problems afflicting organizations and thereby creating better opportunities for the design of relevant strategies and approaches to deal with the identified management and leadership challenges. The advantage of using the SSM methodology is that it assists to disentangle problems involving a multitude of stakeholders (Williams & Hummelbrunner, 2010; Checkland & Poulter, 2010). This cyclical and iterative process helps in the construction of approaches and models that are best suitable for particular environments. The SSM as a methodology, as well as other approaches is well-suited to respond to the main objective of the study, that is, to use systems approach to have a management model that is sustainable.

The study used the CATWOEs (Client, Actors, Transformation, World View, Owner and Environmental Constraints) which is one of the tools used in the application of the soft systems methodology (SSM) (Checkland & Poultrier, 2010), in an attempt to identify the management and leadership challenges in the youth development academies.

The methodology uses tools that are aimed at describing key parts of a system from an organizational perspective (Baden, 2003; Flood, 2010). CATWOE is defined by Checkland & Scholes as a tool or methodology that can be used to extricate organizations from the entanglement of management and leadership challenges. The soft systems methodology is therefore relevant to deal with the complex management challenges faced by the youth development academies where there are different stakeholders with divergent interests.

In the application of the CATWOE model, the process was cyclical and iterative and followed the hermeneutic method.

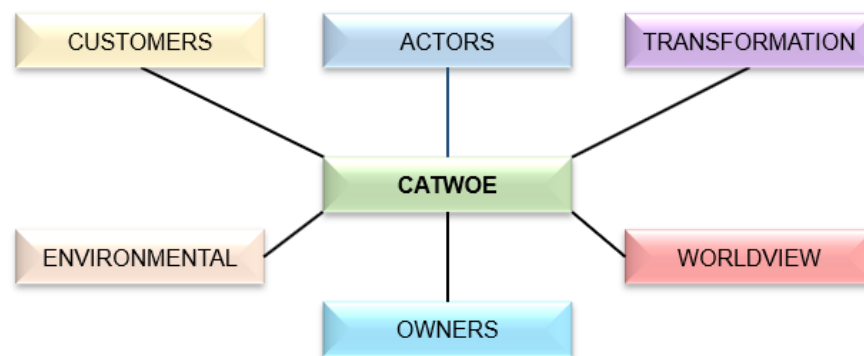


Figure 3.5: The CATWOE tool, adapted from Checkland & Poultrier, 2010

Figure 3.5 provides an illustration of the relationships between the different properties of the CATWOE tool. CATWOE as explained in Xaba (2015) seeks to interrogate the following:

- C – Who are the main customers at the youth academies?
- A – Who are the actors or agents in the youth academy environment?
- T – How will the programme transform the conditions of the customers?

- W – What does the programme seek to address globally?
- O – Who ultimately owns the processes at the youth academies?
- E – What are the political, economic, social, technological and legal (PESTEL) factors that could be an obstacle to objectives of the programme?

3.4.2.1 Applying CATWOE as form of Soft Systems Methodology

The management challenges at the youth development academies were analysed through the SSM's **CATWOE** tool as described in the following sections.

Customer/Client:

- In terms of the Youth Development Academy Conceptual Framework (2013), the intended customers/clients for the intended intervention are the young people living in KwaZulu-Natal. It is the cohort of young people who have no skills, are unemployed and vulnerable.

Actors/Agents:

- The actors or agents in the youth academy environment are mainly the Department of Social Development and its officials, other supporting government departments, the NPO boards, the staff, the social cooperatives, local leadership, private sector and civil society.

Transformation:

- The planned programmes at the youth development academies are aimed at changing the lives of young people through transformative education and training programmes. This requires transformative management and leadership as well who are able to assimilate the changes in the environment for the better management of the academies.

World View:

- According to the Youth Development Academy Conceptual Framework (2013), the programmatic interventions use the vertical integration approach in addressing the dearth of skills, poverty and unemployment by looking at the global environment first to design a sustainable supply pipeline of capable and skilled young people. The impact of the programmatic interventions within the global picture, also addresses issues of poverty since the vocational skills development provide the basis for moving to the next level in training the young people on life skills, including entrepreneurial skills development to enable them to be self-reliant in the wider world of work, either as being formally employed or as creators of employment.

Owners:

- In the SSM parlance the real owner of the intervention programmes at the youth development academies should be the customers or participants or beneficiaries of the programme rather than the Department of Social Development (DSD). The owners can either help or impede the process if they are not happy with the services. In the case of the youth development academy model, the owners of the process are the intended beneficiaries or clients of the programme, namely the young people in the province of KwaZulu-Natal.

Environment:

- Finally, the political, economic, social, technological, legal and environmental (PESTEL) factors that could be obstacles or enablers to the planned programmatic interventions must be constantly scrutinized for the potential risk that they might present.

There are fundamental aspects of the systems thinking approach that informs its application methodology. These are the boundary critique, the existence of stratified and hierarchical structures, the interaction and specified relationships between the systems'

related agents. These characteristics are featured in the analysis of the management challenges.

3.4.3 Rich Picture

The rich picture is one of the tools within the SSM. It is an analytic instrument that is used to illustratively represent the richness of the data that represents reality. Checkland (1981), in his exposition of the SSM, describes the rich picture as a graphical illustrative tool which is more appropriate in the analysis and interpretation complex information. It is able to capture the richness and granularity of the environmental factors that represent the problem under scrutiny. Lewis (1992) describes the rich picture as an 'interpretivist tool or technique' where an analyst makes use of the rich picture to decipher deeper meaning and to gain a better insight of a situation shrouded by 'messy' environmental factors and then use words to narratively interpret the pictorially illustrated situation. According to Bronte-Stewart (1999) and Williams (2010) the rich picture is a tool more relevant for use at the initial stages of an enquiry and during the data analysis phases of a research exercise since it more aligned to the phenomenon of human behaviour and the dynamic complexity surrounding it.

Based on these expositions of the rich picture, it is often used illustratively by representing real-life complex situations symbolically, textually and pictorially. In this study it is used to represent a dynamic and complex situation as highlighted in textual analyses from a variety of literature and official documents that were reviewed regarding the management of the youth development academies. The rich picture is representative of the causal factors, it highlights the intricate relationships between the different categorical variables, the interconnectedness of the different parts that make up the system.

The rich picture can be summarized as the visual summary of human eco-systems that represents the beginning of an enquiry by becoming aware of the environment and the situation. The rich picture approach assists in distinguishing and identifying parts that are more relevant to the problem situation by creating vivid mental imagery of the richness and diversity of the environment.

3.4.5 Feedback Loops, Prediction and Control

Feedback loops refer to the information related to the outputs that feed back into the system for the purpose of bringing about change of the outputs. For the purpose of this study this becomes critically important, as the youth development academy model sought to bring about change in the manner in which the youth development programmes were conceptualized, co-ordinated and implemented. Moreover, for the purposes of the study the feedback loops, prediction and control poignantly offers opportunities to gauge the operational environment in the youth development academies and use the feedback information to analyse the management challenges and suggest solutions thereof.

During Edward Lorenz's experimentation on long-range weather forecasting, he highlighted that small changes in a complex system's initial conditions can significantly change long term behaviour. This was popularly known as the 'butterfly effect', where it was likened to the flapping of the tiny butterfly's wings in England which eventually had an effect on weather patterns in China (Jackson, 2003:114). The significance of this lies in the analysis of the environmental factors that could influence decision-making and the strategic thrust of chosen policy options. The positive feedback loops from the environmental analysis supports change and on the other hand the feedback loops can influence change in a negative manner (Caldwell, 2012:152). Riley et al., (2015:50) emphasise the ability of the feedback loops to inform decision-making, thus contributing to policy interventions.

Prediction and control relates to the system's ability to head off dysfunctionality and survive when problems occur. Systems have a number of predictable and less predictable properties and the monitoring of system performance against expected standards of reference is a key control requirement, as it enables the system to correct deviations from originally desired outputs (Waring, 1996). Rossiter (2013) also believes in the system's ability to self-correct. Negative feedback loops prevent change in the system while positive loops encourage growth. This study sought to conduct an analysis of data collected with regard to the ways in which negative loops that stood in the way of change were managed and ways in which the positive feedback loops were used to reinforce change.

Sibani & Jensen (2013) and Ledford (2015) describe an open system as a system in which parts interact with one another and their environment to maintain their existence. The notion of 'feedback' was born out of the co-existence found in open systems. Feedback loops refer to the information that relates to the outputs that feed back into the system for the purpose of bringing about change in the outputs. The positive feedback loops from the environmental analysis support change but feedback loops can also influence change in a negative manner (Caldwell, 2012:152). Riley et al., (2015:50) emphasise the ability of the feedback loops to inform decision-making, thus contributing to policy interventions.

The co-existence found in open systems gives credence to the existence of 'feedback'. The existence of the youth development academies has given rise to the need for the co-existence of the various stakeholders who have a direct or indirect stake. Accordingly, the 'feedback' that the stakeholders give to the youth development academies has to build the relationship to maintain co-existence.

Caldwell (2012) wrote a treatise about the positive feedback loops from the environmental analysis that support change and indicates that the feedback loops can also influence change in a negative manner. This assertion implies that the various stakeholders co-existing at the youth development academies could be providing feedback that contributes either positively or negatively to the management of the academies. The current management and leadership malaise might have been as a consequence of the feedback loops influencing the management and leadership negatively. Whatever the consequences the feedback loops might have had on the youth development academies, Riley et al., (2015) emphasise the ability of the feedback loops to inform decision-making, thus contributing to policy interventions. Put differently, the feedback loops should be able to provide grounds for policy interventions that should help obviate negative outcomes.

When the system is able to avoid dysfunctionality, it is as a consequence of the prediction and control that enables it to survive when problems occur. Toni (2011) and Xaba (2015) argue that the different types of systems display a different number of predictable and unpredictable behaviour patterns and properties. The postulation goes further and

highlight that the effective monitoring of the system against expected performance standards is an important control measure since it enables the system to self-correct from deviations against the originally desired outputs. Negative feedback loops prevent change in the system while positive loops encourage growth (Riley, 2015) and this could account for the management and leadership challenges at the youth academies where positive feedback from the system was resisted by the negative feedback loops from some of the stakeholders.

3.4.6 Causal Loops Diagramming

According to systems dynamics theory (Senge, 1990), the multitude of variables existing in complex systems become causally related in feedback loops with which they interact. A number of the authors on systems thinking such as Kim (1992); Senge (1990; 1994) and Singh (2015) have described the causal loop diagramming (CLD) as an instrument or tool that assists in creating a better insight into the complex managerial problems by looking at the system as a whole instead of examining its parts as separate or individual components, as a graphic representation of the issue under examination to help in creating a mental model for change. Jackson in (2003) observed that causal loop diagramming was essentially part of system dynamics theory with a range of variables within a complex system that provides a feedback mechanism through a number of loops that iteratively provide positive and negative feedback into the system behaviour. This view is supported by Schaffernich (2010), who describes causal loops as a 'qualitative diagramming language' used to provide feedback. This interaction of parts of a system helps us understand the systems' interrelationship and interconnection of its parts, its relationship with its environment as well as the cause and effect of a particular phenomenon. The systemic interrelationship between feedback loops constitutes the structure of the systems and it is within this structure that the predominant system behaviour is found (Jackson, 2003). Causal loop diagramming was used to examine the causes of certain behaviours in the management systems of the youth academies. The qualitative causal loop diagramming was used for problem articulation, data collection and delving deeper into the causal factors. Quantitative causal loop diagramming was used for model construction through converting qualitative data into stock flow diagram.

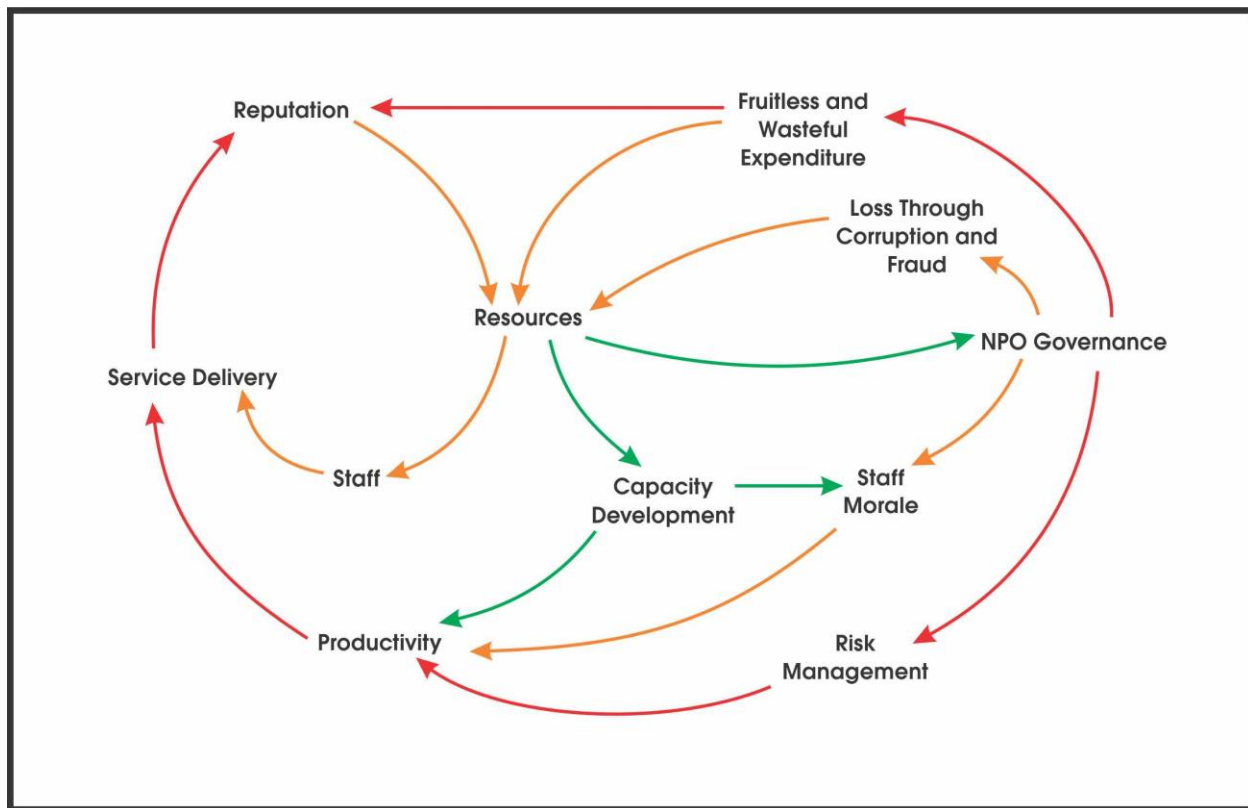


Figure 3.6: A Causal Loop Illustration of Systems Approach to NPO Management, adapted from Bodhanya, 2018

The importance of upholding the values and principles of good governance cannot be overemphasized. Much has been written about the critical importance and the increased vigilance with regard to governance and management matters in general (Mueller & Wells, 2012; Bang & Esmark, 2013; Ekundayo, 2017; Bodhanya, 2018). Numerous writings have focused on the structural attributes of boards, or what Baatjes (2013) refers to as instrumentalism, instead of board processes (Leblanc & Gillies, 2003). This reductionist approach to governance and management remains of concern to academics and practitioners in general (Bozec & Bozec, 2012; Lockhart, 2013).

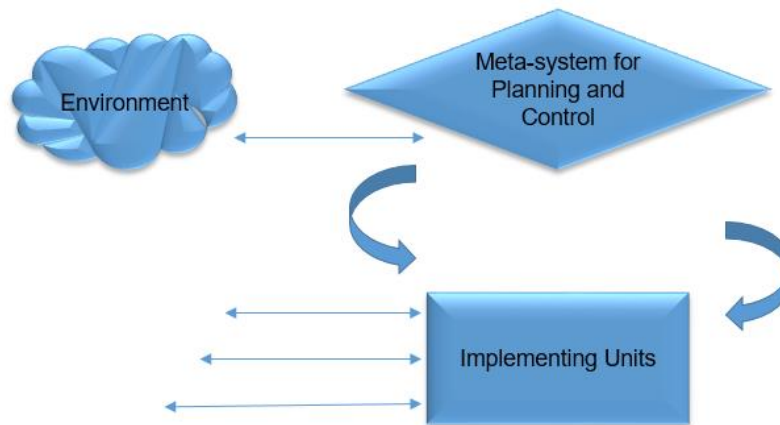
In Figure 3.6 there is an illustration of the interrelationship between various facets of the system in the context of NPO management. The diagram in Figure 3.6 was adopted by the researcher from the work of Bodhanya (2018) on systems thinking and NPO governance. This diagrammatic representation of the relationship between the various

actors or parts in the youth development academy system is of critical importance as it seeks to locate the study within the environmental and dynamic complexity of relationships and how these influence the behaviours of each of the parts. The context illustrated here refers to youth development academies, where the implementing agents are the NPOs contracted by the Department of Social Development. The management processes, systems and procedures are at the heart of this network of relationships. The malfunction of one part of the system has serious ramifications for the functioning of other parts and thus the whole system. When governance aspects are ignored, management oversight is jeopardized. This has serious implications for the management of resources where there might be corruption and fraud, wasteful and fruitless expenditure as a result of a lack of risk mitigation strategies, leading to damage to the NPO's reputation, loss of confidence by funders and donors in the leadership and management ability, poor staff morale within the NPO and thus the youth development academy. This loss of reputation and integrity could lead to a loss of funding.

3.4.7 Viable Systems Model (VSM)

The viable systems model (VSM), as represented by Figure 3.7, is a cybernetic model that is used to manage issues of complexity and turbulence in organizations. VSM seeks to assist management to design complex organizations according to cybernetic prescriptions in order for them to remain viable in a rapidly changing and complex environment (Jackson, 2003). VSM was explored to determine if it can be used to design a workable management model for the youth development academies. Espinosa et al., (2011) writes about the efficacy of using both the VSM and CAS approaches to gain deeper insights into addressing issues of self-regulation, self-organization and the ability of an organization to self-correct for sustainability. He posits that management should be adaptive to be able to steer the ship through stormy seas. In his argument, the emerging thread is that there is a complementary and symbiotic relationship between VSM and CAS. He highlights the bottom-up learning process in organizations as being critically important for sustainability, as espoused by the CAS approach. He also recommends the use of VSM to enable self-organized networks to evolve ecologically to enhance sustainability prospects. The researcher's assessment is that Espinosa's viewpoint is

consistent with the earlier suggestion by Chasomeris and Gilmore (2015), who argued for a bottom-up approach for sustainability in a multi-stakeholder environment.



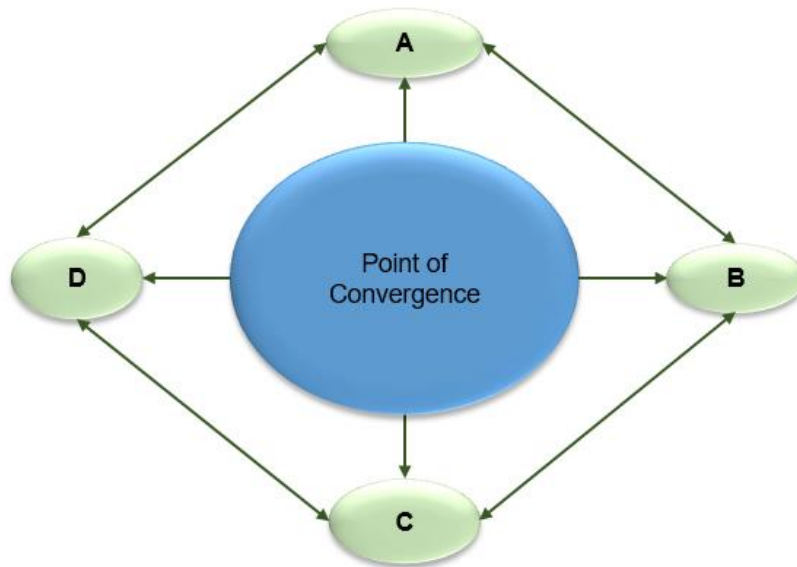
Source: Adapted from Systems Centre, 2005

Figure 3.7: An example of a Viable Systems Model

3.4.8 Viable Constellation Model (VCM)

Originating from the computer science discipline, the viable constellation model, as cited in Figure 3.8, can be described as a mental representation of a process driven by complexity and aimed at managing multi-functional collaborations within dynamically complex systems (Surman, 2006; Hardman, 2015). The viable constellation model can further be described as a dynamic process that brings together various interested parties who have a common vision and objectives to achieve without having to form new organizations. Initially the conditions within the model could appear messy and chaotic, but the common vision and objectives hold the parties together. It would therefore be suggested that through creating a delicate balance of managing mess and chaos while attempting to maintain order as well as balancing energy and structure, the model is able to support a multi-functional relationship and cross-partnerships within a complex system.

In Figure 3.8, organization A is separate from organization B, as are C and D. However, they are all connected through a network of relationships that have a constellation in the common point of convergence.



Source: Adapted from Kwangoon University, 2008

Figure 3.8: A representation of a Viable Constellation Model

The various parties involved in the management of the youth development academies can best be brought together, it is proposed, by the viable constellation model, which can mainly be used to bring together different role-players to work collaboratively in a multi-disciplinary manner to achieve a common objective within a matrix relationship. Based on the argument presented above, it could be proposed that certain pre-conditions should be met if the viable constellation model is to succeed. These are, a common vision and objectives; the presence of interested parties who are bound by those common interests; the enabling policy environment for the vision and objectives to find traction; the sustainable structures and a management model to drive the vision, objectives and the allocation of resources.

3.4.9 Agency and resource dependency theories

As the discussion on the theoretical framework underpinning the study draws to a close, the researcher wishes to highlight the theories that are important for furthering and deepening our understanding of the complex relationship between the NPO boards and

the government, which is the main stakeholder and represented by the Department of Social Development.

Chait et al., (2018) raise critical questions warranting serious reflection on the role of the boards involved with the non-profit organizations. These are based on the boards' role as either problematic institutions or catalytic in organizational performance. Compounding board performance in this writing are the dysfunctional boards caused by group dynamics, resulting in toxic relationships, boards that are disconnected, distant and disengaged from the organizations that they lead and boards that do not understand their roles and responsibilities. Two theories are critically important when attempting to discern this dichotomy, the agency theory and the resource dependency theory. These two theories are identified for their relevance to the study and that they are not mutually exclusive, but rather offer complementary characteristics.

Firstly, the agency theory is generally premised on the mutual relationship between the main funder and the agent tasked with implementation of programmes or projects, in other words an implementing agent charged with executing the business strategy of the principal funder. Within the agency theory, the agent is the representative of the principal in a business transaction and is for all intents and purposes expected to at all times represent the interests of the principal and with less regard for the interests of the agency. Van Puyvelde (2013) writes about the agency theory as a suitable micro-economic framework for analyzing the governance of non-profit organizations within the principal-agent framework. When analyzing this theoretical contribution, the researcher came up with the scenario that as the principal (DSD)-agent (NPO) relationship is present when one party (DSD) contracts another party (the NPO) to perform some service on his/her behalf that involves delegating some decision-making authority to the agent, this relationship is managed through the SLAs and performance targets.

From a practical point of view, the government and the agent organization could have different interests, which is more often than not the case in the state-NPO relationship. The delegated decision-making to an agent might prove difficult for the principal to verify what the agent is actually doing and whether the agent is representing the principal's

ethos and values. When the behaviour of the agent is not controlled or restrained, the goals of the principal are unlikely to be fully attained. Therefore, this study looks at the agency theory in relation to the NPOs responsible for the management of the youth development academies and ways in which it can be used to gain a better understanding the intricate relationship that exists between the agent and the principal.

Secondly, the resource dependency theory is based on the provision of funding by an external body. In this case it is the funding that comes from the Department of Social Development to the NPOs that manage the youth development academies. The resource dependency theory is relevant in this study as the researcher explored ways in which the injection of external resources to an organization affect its behaviour. Various writings on the resource dependency theory by authors such as Gazley & Brudney (2007). Verschuere & De Corte (2014) and Helming et al., (2014) highlight the benefits that grants, subsidies, donations or full funding of the non-profit organizations that the governments accrue in providing services to communities, as well as ways in which the recipient organizations benefit, not only in terms of sustainability but also how they benefit needy communities. While there are reciprocal benefits on both sides of the spectrum, the theorists are also vigilant about the non-linearity of the relationship and benefits thereof. This underscores the argument that raised earlier regarding the complexity theory, where unpredictable behaviour characterizes the relationships between various stakeholders. This contestation is mainly driven by the need by the non-profit organizations to maintain autonomy and the need of the government to determine the mission and agenda, their working, their target groups and performance targets to be achieved. However, organizations respond differently than the resource constraint environments, where dependency threatens autonomy. Drees et al., (2013) highlight the inter-organizational arrangements that result in resource sharing, information sharing, coaching and mentoring one another to improve the delivery of services, suggesting that at times the motives for organizations can be societal acceptance and legitimacy, rather than economic gain.

This self-organizing by institutions underscores the argument raised earlier under complexity theory, specifically within the complex adaptive system, where organizations,

in their response to external environments, spontaneously change their operating systems, strategies and procedures. They adapt to the changing environment by forming alliances and utilizing available resources in a more efficient and effective manner. This is in part by a voluntary adjustment of operating procedures and partially by enforcing change through re-alignment of structures, strategies and performance targets.

3.4.10 Conclusion

In concluding this chapter, the important theories that have been used in this study are highlighted. These theories selected mainly from the organizational management discipline and other allied domains, seek to explain the foundational principles for organizational management and leadership. There has been a lot of different theories that have been used in the past to elucidate organizational management, the challenges and possible solutions. There are reasonable prospects for the success of these theories, however, caution should be thrown in to highlight the important role played by contextual and environmental complexities. Some of the theories might be more appropriate than others in given contexts. To obviate the choice of inappropriate theories, this study sought to identify those organizational management theories that closely define the characteristics and features of the youth development academies and the accompanying environmental complexities. To this end the study focused on complexity and system theories as primary theories for the study. There are supporting theories as well that provide further granularity in the argument for the theoretical choices that have been made. These have been deemed to be more appropriate to understand this study within the context of the set objectives.

In the complexity theory it is proposed that youth development academies should be viewed as a complex system. Complexity theory regards organizations as complex systems, and these complex systems have a number of different elements that interact dynamically through the exchange of information and they also share energy. Complexity theory is regarded as a suitable theory for understanding management of organizations and the changing behaviour patterns.

Systems thinking theory contends that the youth development academies should be looked at from a systems approach. In this exposition a system is made of different parts. It consists of the academy, the Department of Social Development, other government departments, the private sector, the community, governance body, management team, management systems and policies, staff, students, curriculum, productivity and risk management. All the parts of the system are interrelated. Any stimulus in the system creates a motion that might be negative or positive to the system. This interconnectedness and interrelatedness creates complexity in the system as the behavior of the components in the system is unpredictable and non-linear.

The distributed leadership theory was used to explore an approach to a sustainable management model for the youth development academies given the complex environment which they exist. Distributed leadership is characterized by concepts such as collaborative, shared, emergent and collective responsibility towards the management and leadership of organizations.

Agency theory is generally premised on the intricate relationship between the main funder and the implementing agent who is tasked with the execution of the principal's business strategy. Put differently, the implementing agent is at all times expected to represent the business interests of the principal in the transaction. The researcher concedes that the agency theory is a suitable micro-economic framework for analyzing the governance of non-profit organizations within the principal-agent framework.

Resource dependency theory is relevant as this study explored how the injection of external resources by an organization affected its behaviour. While there are reciprocal benefits on both sides of the spectrum, the theorists are also vigilant about the non-linearity of the relationship and benefits thereof.

In the next chapter (Chapter 4), the researcher provided a description of the research methodology that was used in this study. The chapter provides a detailed account of the geographical location of the area where the study was conducted, the design of the study, the total population and sample. The data collection instruments used to collect the data, including methods implemented to maintain validity and reliability of the instruments are

described. The next chapter is concerned with methodological choice and its impact on the processes and outcome of this research. The main stages related to deciding the research approach, identifying data requirements and the techniques by which data were gathered and analysed will be examined and discussed.

CHAPTER 4

RESEARCH DESIGN AND METHODOLOGY

4.1 INTRODUCTION

This chapter is specifically focused on how the research process was designed and the methodology adopted for the study. Different sections that are covered in the chapter include the research design, the research philosophy, the strategy adopted for research, the population, the sampling strategy, the research instruments and how the research was administered and their respective data gathering processes and in the data analysis techniques. This chapter also deals with the research paradigm and approach that guided the research exercise. These are important considerations in research, as they locate the philosophical foundations of the study in a particular paradigm.

The study followed a mixed method approach, which essentially combined both the qualitative and quantitative methods of research. The strategy for the mixed method design was sequential and exploratory (Creswell, 2013) and was characterized by two phases. The researcher initially used qualitative data collection method and analysis and this was followed by the second phase, which entailed the quantitative data collection method and analysis. The idea of following this approach was to enable the researcher to validate and triangulate the data collected during the qualitative phase in the form of questionnaires during the quantitative phase.

4.2 RESEARCH OBJECTIVES

The objectives of the study were to:

- identify the current management processes of the youth development academies;
- examine the paradigmatic foundations that inform the current management processes of the youth development academies;
- apply the systems thinking approach in the identification of the weaknesses in the current management processes and

- use the systems thinking approach to suggest a sustainable management model that combines the interests of government and other stakeholders in the management of the youth development academies.

4.3 THE RESEARCH QUESTIONS

The research questions were:

- What are the current management processes at the youth development academies?
- What are the paradigmatic foundations that inform the current management processes at the youth development academies?
- Through the application of the systems thinking approach and complexity theory, what are the weaknesses and challenges of the current management processes?
- Through the lens of systems thinking, what would be a more sustainable management model for the youth development academies?

4.4 THE RESEARCH PHILOSOPHY

Generally, an approach to the research process is mainly driven by a philosophy that guides the philosophical foundations, practices and assumptions relating to what determines the validity and specific methods of the study that are considered suitable for the creation of knowledge (Collis & Hussey, 2003; Gray, 2013). To this end, two philosophical foundations, the positivist and the phenomenological philosophies, are at the opposite ends of assumptions about reality.

On the one end, Gray (2013) posits that the positivistic philosophy places emphasis on the assumptions that reality exists on the outside of the study and therefore calls for a detailed scientific investigation process. On the opposite end of the spectrum Gray argues that the phenomenological philosophy places credence on the construct of meaning through the establishment of truth by way of a variety of data gathering instruments. In this regard the researcher agrees with Gray's assertion on the two research philosophical foundations, and this is further given weight by Collis & Hussey (2003, who posit that the

phenomenological philosophy is mainly driven by the quest to gain deeper insight into the research informants' own lived story.

The manner in which knowledge is perceived as a construct, the nature of existence, the values attached to knowledge, the manner in which we go about extracting that knowledge, the kinds of questions that are asked and the way in which those questions are asked and the type of relationship that researchers establish with the research subjects largely shape our philosophical and paradigmatic approach to research. Humphrey (2013) refers to a research paradigm as a constellation of research ideas and philosophical assumptions that are shared within the research community. In other words, the choice of research methods, which according to Nicholson (2011), is essentially about methods used in the collection of data and that helps to reach findings that respond to the research objectives and questions in a deliberate rather than random way. The researcher supports Arbuckle's (2014) contribution, where she posits that research paradigms are useful tools that help locate a research study to critically reflect on the researcher's capacity. As part of the sequential phase in this study, the phenomenological philosophy was employed in the qualitative section.

4.5 RESEARCH DESIGN

Research experts such as Pilkington & Pretorius (2015) describe a research design as the process that the researcher follows in executing the research plan. Smith, Thrope & Jackson (2016) describe the research design as a process that entails the art and science of meticulously planning the whole research exercise with the sole aim of arriving at sound conclusions through valid results. Generally, the research process allows for different designs to be adopted for any particular study and these, according to Babbie & Mouton (2009); Kolb (2008); Wiid & Diggines (2010), can be categorized into causal, descriptive and exploratory. Swetnam & Swetnam (2014) explain the exploratory studies in research as a design that seeks to acquire deeper understanding and to develop an expansive insight as opposed to a mechanical gathering of data. The descriptive designs on the other hand are focused on the examination of a problem since the study is conducted to establish the peculiarity of characteristics relevant to the pertinent issues in the study

(Collis and Hussey, 2003). Causal designs on the other hand seek to reveal the relationship and links between cause and effect between the dependent and independent variables. At a closer look, it can be summarised that exploratory designs places greater emphasis on variables whereas descriptive designs serve to underscore the possible linkages between specific variables. Wiid & Diggins (2010) offer an explanation that confirms the preposition that confirms that causal designs in the main describe the close relationship between specific variables or proves that such a relationship could not be true. Put differently, the purpose of exploratory designs is to propose new theories or new models, descriptive studies test theories while causal research reinforces theories or models. In summary, the research design is a representation of a masterplan or framework to be followed when executing the intended study Babbie & Mouton (2009). Wiid & Diggins (2010), define the research masterplan or framework as a guide for collecting data and the procedure to conduct the analysis thereof.

The unit of analysis was disaggregated, the population identified, the sample identified and the research exercise implemented. The study applied the humanistic-interpretative paradigm, which entails the examination of the way in which reality is socially constructed and interpreted. This was relevant for the study as it used human experiences to explore possibilities and limitations within the explorative meta-theory to understand the current management processes at the youth academies. The study was located within phenomenology, which is concerned with the stories of the people who have 'lived' the experience in the youth academies. The definition of phenomenology can be found in Husserl's (2012) work where it was described as a process that is mainly focused on understanding the social and psychological phenomena from the perspective of the people whose lives were interlinked directly or indirectly to the experience. It appears that to a large extent, phenomenology has to do with reality and lived experience and this is where epistemologically lessons were drawn from, as phenomenology is concerned with how the people who were part of the phenomenon experienced it through their accounts and stories.

Mkhize (2017), writing on research methodology, asserts that it is based on some underlying philosophical assumptions about what constitutes valid research and which

research method is appropriate for the construction of knowledge in a research study. This had earlier been illustrated by Mertens (2014), who wrote extensively on what constitutes research methodology. Research methodology also refers to the ways in which data were collected, analysed and presented, as well as the generalizations that were made that emanated from the data (Kumar, 2011). The research methodology adopted as a strategy of investigation informed by the research design and data collection is described in detail hereunder. The strategy adopted for this study included both qualitative and quantitative research methods. This research methodology, as the epistemological foundation of an enquiry, was the mixed methods, using both qualitative and quantitative approaches. It was an appreciative enquiry located within an interpretative paradigm (du Plooy et al., 2014). The mixed method design strategy was sequential and exploratory. It was sequenced through two phases, the initial phase being the qualitative data gathering as well as analysis, followed by the next phase, which was the quantitative data gathering and the analysis thereof (Creswell, 2013). This assisted the researcher to explore a phenomenon informed by the themes emerging from the data analysis.

Du Plooy-Cilliers, Davis & Bezuidenhout (2014) write about the need to explore the richness, the complexity and depth of the qualitative data to understand the phenomenon under investigation. Yin (2013) outlines six possible sources of information when conducting qualitative research on identified cases. The sources were official documents, literature on the subject, interviews, focus groups, direct observations and physical artefacts. During the research an intensive document review to have a better comprehension of the depth and extent of the challenges regarding the management of the youth development academies was conducted.

4.6 RESEARCH APPROACH

The research approach during the study was exploratory and it used mixed methods, combining the qualitative and quantitative tools. An inductive approach was employed in the study. According to du Plooy (2014), an inductive approach is based on an inference and known premises that are used to generate conclusions. In this instance, what was

known was that there are youth development academies, and these have management processes and systems that are faced by substantial challenges. Creswell (2013) explains that generalizing from the specific to the general is useful when attempting to create new understandings and approaches. In this study it was to use the systems approach to create a better understanding of the management model of the youth development academies.

The researcher explored existing literature on research approaches, specifically the constructivist and empiricist paradigms (Olsen, 2004; Creswell 2013; du Plooy, (2014). A constructionist approach is a philosophical paradigm that regards knowledge as a construct of reality created by humans through their daily experiences, observations and social interactions. It concerns itself with the way in which human beings translate that which they experience in their daily lives into practical knowledge that they use to solve problems. This approach lends itself to this study, which looks at peoples' experiences in their interactions with the youth development academies. The empiricist approach is premised on the notion that knowledge creation and knowledge generation originates from an experience and that the knowledge that humans have is mostly through posteriori or is based on experience. These two research approaches have a symbiotic and complementary relationship and support the stance adopted for the study; to collect data from a sample of individuals who worked directly and indirectly with the youth development academies.

The collected data was used to explore the phenomenon of managing the youth development academies, to identify themes and patterns and to use a systems thinking to create sustainable approach to the management of these institutions.

4.7 THE RESEARCH INSTRUMENTS

Individual interviews, focus groups, document analysis and survey questionnaires were the research instruments utilised to collect and generate data.

Chambliss & Schutt (2012), observed that data collection instruments such as observations, focus groups and interviews are best suited for qualitative exploratory

studies and more appropriate when looked at from a phenomenological lens. The questions for interviews and questions for discussions during focus group sessions were all designed to respond to the overall research questions. In focus groups, participants interact with the researcher, where essential, together with a moderator, in probing for deeper insights about behaviours, experiences and knowledge (Kolb, 2008).

4.7.1 Focus groups

Focus group is a term used in social science research that refers to a research interview conducted within a group with an intention to access the group's inter-subjective experiences (Kelly, 2012). In addition, Kelly (2012) explains that a focus group is, "a group of people who share a similar type of experience, but a group that is not naturally constituted as an existing social group" (Kelly, 2012:305). Kumar (2011) indicates that there is a distinct advantage to using focus group interviews, in that focus groups allow the researcher to explore the perceptions, experiences and understandings of group of people that have the same experience in common with regard to a situation or an event. Social cooperative members, board members and middle managers of the Department of Social Development were used as participants in the focus group discussions. They shared similar contextual and environmental experiences, being involved in the youth development academies.

During the focus group discussions, as was the case with the semi-structured interviews, certain linguistic patterns, expressions, metaphors, idioms and proverbs began to emerge as the participants expressed themselves through their usage. The linguistic patterns that participants used later produced themes that were critical for highlighting the cultural signals, nuances and idiosyncrasies of the participants.

4.7.2 Interviews

One of the instruments that were used to generate the data for this study was the semi-structured interviews. Interviews are a commonly used method in social science research of collecting information from people (Kumar, 2011; Mkhize, 2017). Most literature describes interviews as verbal interchanges in which the interviewer elicits information, beliefs, or opinions from another person (Burns, 1997). Kelly (2012) describes interviews

as conversations intended to generate information. The most appropriate description of an interview for the purpose of this study is that it is an arena within which nuanced linguistic patterns, such as metaphors, tales, idiosyncratic phrases or viewpoints, become more pronounced (Kelly, 2012). The interview is indeed a data collection instrument that is very common in descriptive research especially in surveys. Interviews can also be useful in other types of research when collecting reliable and valid information as argued by Smith et al., (2016). As opposed to questionnaires, interviews serve the purpose of:

- a) Making greater use of open-ended questions through further probing;
- b) Making use of small and purposive samples; and
- c) Yielding huge amounts of unlimited data.

Collis & Hussey (2003) wrote about the opposite ends of the interview continuum where in one end there are highly structured and interviewer- administered questionnaires, and on the other end the open-ended in-depth and unstructured interviews. The different types of interviews as explained before serve different purposes. The highly structured interviews such as surveys may be used for quantitative research (Babbie & Mouton (2009). Contrastingly, open-ended, unstructured or semi-structured interviews essentially serve the purpose of qualitative information gathering methods. These data gathering methods offer wider opportunities for discussions that allow the researcher to explore and understand the ‘what’ and the ‘how’ of the contextual dynamics of the study at hand (Swetan, 2014). The different forms of interviews can be very useful in increasing the validity and reliability of the findings from the study. The data obtained during the semi-structured or unstructured interviews can then be used as a basis to design structured interviews to further examine specific themes and the interaction of the categorical variables in the study. In the study the researcher followed this approach and it is in agreement with the assertion by Burns & Grove (2004) who posited that the second phase of the research process which is characterized by quantitative or survey-based questionnaire, open-ended or unstructured or semi-structured interviews can be employed to further explore, validate and triangulate results from the questionnaires.

Cooper et al., (2009) had observed while the open-ended, semi-structured interview process is underway it is generally not possible to take notes as this can be very distracting to the participant and thus having a potential to interrupt the natural flow of the interview process. During the interview the researcher may also give the informant pointers regarding particular areas of emphasis and thus potentially influencing the informant's responses further down the interview process. In short, the interview is the most appropriate tool to gather certain types of research data (Wiid & Diggins, 2010). As highlighted above, there is a possibility of subjectivity because of potential sources of bias from the study informants.

In this study, a number of the interviews were conducted predominantly in isiZulu, the language spoken and understood by the majority of the NPO board members, local ward councillors and traditional leaders, or *amakhosi*. This was to enable the participants to express themselves freely in their home language. During these interviews and focus group discussions certain linguistic patterns, expressions, metaphors, idioms and proverbs began to emerge, as the participants expressed themselves. The linguistic patterns that participants used later produced themes that were critical in highlighting the cultural signals, nuances and idiosyncrasies of the participants.

4.7.3 Document analysis

When discussing document analysis, Kumar (2011) cited in Mkhize (2017) explains it as a process of collecting data using secondary sources that have been collected for a purpose other than the aims of the research study in question. The secondary sources that were used to collect information for this study were the Statistics South Africa Youth Skills Report (2016), the Auditor-General's Management Report for the Department of Social Development (2014; 2015), the KwaZulu-Natal Provincial Treasury Quality Assurance Report on Youth Development (2015; 2016), the Department of Social Development's monitoring and evaluation reports and the Service Level Agreements between the Department of Social Development and the NPOs appointed to manage the youth development academies on behalf of government. These documents were studied and analyzed and the findings are presented in Chapter 5, which is the qualitative data analysis chapter. Other narrative reports and various types of quantitative data that had

already been collected by the Department of Social Development for its own purposes were used to gain more insight into the workings of the youth development academies and to further the objectives of this study.

4.7.4 Questionnaires

When collecting data for quantitative purposes, a set of questionnaires were applied to a group of officials from within the Department of Social Development, officials from other government departments and the staff from NPOs managing the youth development academies. Since the study employed the mixed methods approach, qualitative and quantitative application, this allowed for triangulation, complementarity and the development of new models based on the initial qualitative data collection, which seeks to establish points of convergence, corroboration and cross-checking of results based on the quantitative data analysis. This assists with explanation, improvement, illustration and further clarification of results.

4.8 UNIT OF ANALYSIS

According to Cole (2017), the unit of analysis can be groups, individuals, artefacts, social interactions or organizations. In the case of this study, the youth development academies were categorized as organizations and these are regarded as distinctly different from groups because they are regarded as more formal and have more structured ways of bringing people together around specific goals and objectives. Organizations are represented in different forms, such as corporations, religious and cultural, social and whole systems, for example the specific church denominations, legal systems, education departments and social partners. There are two youth development academies in the Province of KwaZulu-Natal, in South Africa and both were the focus of the study and the units of analysis.

4.9 POPULATION

Wiid and Diggins (2013) define a population in research as a group of people who, as a result of their common identity, behaviour, norms, values and characteristics, will be able to provide the information required for the research study. The population in a study is

about the aggregated total of all subjects in the study from which data is gathered and which serves as the basis for analysing the results of the study (Burns & Grove, 2004; Babbie & Mouton, 2009).

In this study, the population included the Department of Social Development management level officials at Head Office and District Offices who were directly or indirectly involved with the management of the youth development academies, officials from other government departments and entities that supported the academies, all NPO board members, academy staff members, social cooperatives, the local traditional leaders and the local municipality ward councillors. The choice of population was based on their relevance to the topic and research objectives. In determining the population, the study considered common observable characteristics of the population, such as their role and influence in the management of the youth development academies. Davis, Du Plooy-Cilliers and Bezuidenhout (2014) categorize these as the 'population parameters'. This is because of their shared and unique characteristics. There are two youth development academies and the entire population comprises ninety- eight (98) people. This population is made up of three (3) senior managers from the Department of Social Development who are directly responsible for the management of the youth development academies, twelve (12) officials from the Department of Social Development who are at middle management level and based at the 12 district offices. There were eight (08) participants from other stakeholders who work directly with the youth academies, including government departments and NGOs. There were two (2) centre managers from each of the two academies, fourteen (14) board members of the two NPOs that act as implementing agents for the academy model and thirty-two (32) NPO staff members. There were two (2) traditional leaders from each community neighbouring the youth academies and two (2) local ward councillors from each of the municipal wards in which the academies are located. There were also twenty- two (22) members of the six cooperatives that work from the academies and that are involved with catering, poultry production, cleaning, garment making, baking and gardening services.

4.10 SAMPLING

In Du Plooy-Cilliers, Davis and Bezuidenhout (2014), the reduced number of the population under study is described as the sample. This argument is found within the realm of purposive sampling, where informants within the sample are chosen and based on their unique and common characteristics. Babbie & Mouton (2009) define sampling as the process of selecting a representative sample from the target population who are participants in the study. The sampling methods can be categorized into two types, namely probability and non-probability methods. Probability methods are premised on statistical probability theory which aligned to positivist and quantitative paradigms (Wiid & Diggines, 2010). On the one hand, probability sampling techniques focus on deducing a representative sample from the population to allow for objectivity and generalizability of the findings to the entire population, while on the other hand, the non-probability sampling techniques are based on subjective judgments with an uncertain selection of elements into the study (Wiid & Diggines (2010).

There are numerous non-probability sampling techniques which include convenience, snowball, quota sampling and purposive sampling (Babbie & Mouton, 2001). In convenience sampling researchers select participants on a willing and availability basis. In snowball sampling on the other hand, the participants are selected based on their profile and allowing the selected participants to refer to other participants matching their characters. For purposive sampling participants are chose based on their ability to answer questions. In Kolb (2008), in phenomenological qualitative studies such as this one, participants are only chosen specifically in order to contribute to the success of the study. Thus, a deliberate selection process is undertaken by the researcher to select participants who meet predetermined criteria.

Invariably there was sampling of stakeholders who have authority and influence over the management of the youth development academies. To be able to generalize from the sample to the population, the sample had to be representative of the population being studied.

The total population comprised ninety (98) individuals. A sample of ninety (98) individuals or 100% of the population was chosen for validity, a high level of confidence for obtaining a statistically significant effect as shown in Figure 4.1. Convenience sampling of officials from the Department of Social Development, NPO board members, NPO staff members, members of the social cooperatives, participants from other stakeholders and local leadership, was based on their accessibility, proximity, influence, authority and understanding of the work done at the youth development academies.

In Figure 4.1 the participants in the sample of the population were characterized by their influence in the management of the academies, the delivery of programmes, governance and leadership, administration, community leadership and local government.

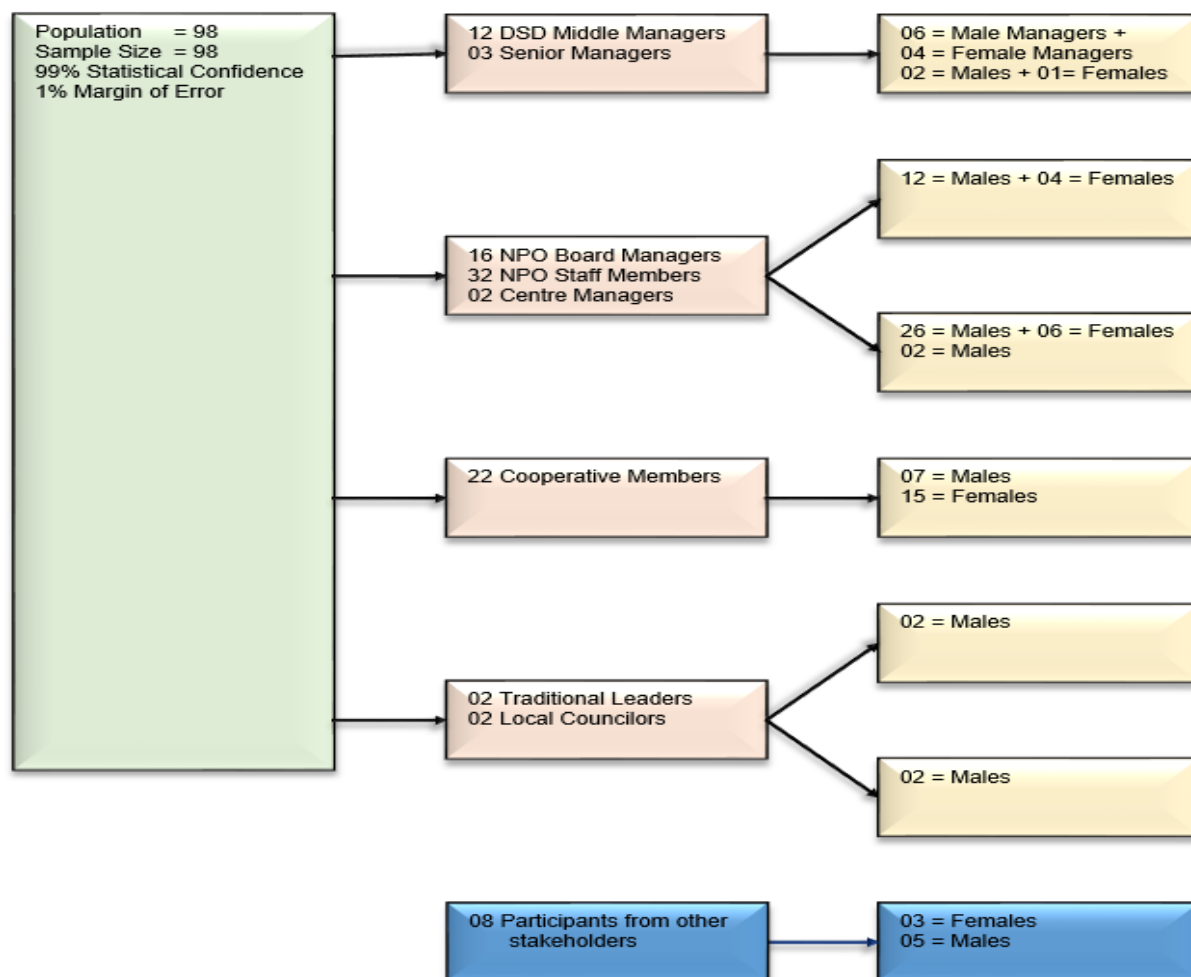


Figure 4.1: Sampling Frame, Adapted from SAGE Research Methods, 2011

4.11 DATA COLLECTION

The study used mixed research methodology, using a combination of both the qualitative and quantitative data collection methods. The researcher approached the study from an exploratory perspective and the rationale for this choice was based on the fact that using one method would not suffice and would not have addressed all the research objectives sufficiently.

Creswell (2012) cited in Xaba (2015) defines the mixed methods research approach as a procedure for collecting, analysing and “mixing” both quantitative and qualitative research as methods in a single study in order to understand a research problem. It was envisaged that using the mixed methods research design in this study would help to overcome the limitations of a single design (Tashakkori & Teddlie, 2008). In this particular study, the quantitative data were used to explain and interpret the qualitative data. Klassen, Creswell, Plano, Clark, Smith and Meissner (2012) hold that the use of mixed methods is most suitable when a quantitative or qualitative approach, by itself, is inadequate to develop multiple perspectives and a complete understanding of the research problem and or research question.

The mixed method design strategy was sequentially exploratory (Creswell, 2013) and was characterized by two phases. The researcher initially used the qualitative data collection and analysis followed by the second phase, which was the quantitative data collection and analysis.

Du Plooy-Cilliers, Davis & Bezuidenhout (2014) write about the need to explore the richness, complexity and depth of the qualitative data to understand the phenomenon under investigation. Yin (2003; 2013) outlines six possible sources of information when conducting qualitative research on identified cases. The sources could be official documents, literature on the subject, interviews, direct observation and physical artefacts. An extensive document review was undertaken to gain a deeper understanding of the challenges facing the management of the youth academies.

Qualitative data collection was firstly through a literature and document review to gain deeper understanding of the theoretical foundations underpinning governance, management, leadership, systems thinking and complexity theory.

Another form of qualitative data collection was the focus groups. According to Du Plooy-Cilliers, Davis & Bezuidenhout (2014), focus groups allow for the gathering of a group to focus on a topic and explore it from different angles in a relaxed, non-directive yet focused manner. In Creswell (2013), the focus group approach is more suitable for a group of people who, although they might be working on different projects, are bound by their common interest in the subject.

The review of literature was followed by three focus groups, which were made up of:

- 12 middle managers from the Department of Social Development;
- 22 members of the social cooperatives that operate in the two academies and
- 14 board members from the two NPOs that run the academies on behalf of the government.

There are six cooperatives in total operating from the two youth development academies. These are made up of twenty-two (22) members, all of whom were included in the first focus group. The stratified random sampling approach was used in breaking this focus group down into two (02) manageable chunks of eleven (11) members each, while ensuring proportional representation. As suggested by Creswell (2013), the age, location and gender variables of each of the sub-groups were considered when disaggregating this focus group into two sub-groups. The focus group sessions were held separately at each academy. The second focus group comprised the 14 NPO board members. These were divided into two groups of seven individuals each and were conducted separately.

Semi-structured interviews with open-ended questions were utilised. Semi-structured interviews allow the interviewer to ask follow-up questions for clarity and also provide participants with an opportunity to clarify points (Du Plooy-Cilliers, Davis & Bezuidenhout, 2014). Both of the two (02) centre managers who have the direct responsibility for the management of the academies were part of the group where semi-structured interviews

were administered. Further semi-structured, face-to-face interviews were conducted with the two (02) traditional leaders from each community where the academies are located, with two (02) of the local ward councillors from each municipal ward where each of the two academies is located. Because of the geographic spread of the participants, a number of the interviews were conducted telephonically and others were administered face-to-face. In total, the sampling for qualitative data collection numbered fifty-four (54) individuals of the population of ninety-eight (98).

Quantitative data collection was achieved through a closed-ended set of questionnaires administered to fifty-five (55) individuals from a total population of ninety-eight (98). These elements of the sample were made up of three (03) senior managers and twelve (12) middle managers from the Department of Social Development, chosen because of their direct role in the management of the youth academies. They were included in this sample for the triangulation of data. There were also thirty-two (32) staff members employed by the NPOs that run the youth academies and a further eight (08) participants from other government departments and NGOs that have either direct or indirect roles in the delivery of programmes at the youth academies. Using multiple sources for qualitative and quantitative evidence collection allowed for better triangulation of the data from these sources (Alt, 2012).

Participant observation, particularly of the staff and managers of the two academies as they went about their daily activities, was also undertaken, as well as document analysis to gain further insights into the managerial processes at the academies. As indicated before, the mixed method approach was sequential and exploratory. It was categorized into qualitative data collection and analysis followed by quantitative data analysis (Creswell, 2013). Creswell (2013) posits that the sequential approach to mixed methods application allows for triangulation, complementarity and the development of new models based on the initial qualitative data collection, which seeks to establish points of convergence, corroboration and cross-checking of results based on the quantitative data analysis. This assists with explanation, improvement, illustration and further clarification of results. The researcher agrees with Creswell's argument and asserts that triangulation contributes to the deepening and widening of one's understanding and accords the two

traditions, the qualitative and the quantitative, a complementary status, although not necessarily a separate-but-equal status.

4.12 PILOT STUDY

A pilot study refers to a phase during data collection which is aimed at testing the readiness of the draft research instrument to be applied (Smith et al., 2016). This is done to eliminate errors before the actual study commences since discovering the errors on the draft instrument during the actual study might be too ghastly to contemplate and disastrous in time and costs.

Babbie & Mouton (2009) highlight the critical importance of firstly piloting the research instrument before the actual study as having the following benefits:

- a) identifying the critical flaws on the intended purpose of the research instruments;
- b) Identification of ambiguity and bias in the questionnaire; and
- c) Anticipating potential participant responses that have the possibility of negatively affecting on the study.

For the pilot of this study, two participants from each group of participants who did not form part of the actual study were engaged as part of field-testing the data collection instruments.

4.13 DATA ANALYSIS

The data analysis used both the qualitative and quantitative forms. Under the qualitative paradigm, there was text and image analysis, coding, theme development and analysis (Creswell, 2013). Within the quantitative approach there was statistical analysis, comparing groups and related variables. The Statistical Package for Social Sciences (SPSS) was used to code data through assigning a number to the participants' responses based on the emerging themes from their responses so that they could be entered into a database. SPSS, according to Creswell (2013), is useful for storing data, generating descriptive data for responses from questionnaires, managing frequency counts and exploring categorical relationships with regard to the responses from various questions.

Once the themes were identified through the process described above, the qualitative data was revisited and re-read with a view to the identification of further over-arching themes and to further investigate these themes at a more in-depth level in order to identify the variables within these themes.

This process enabled the researcher to construct the CLDs (Causal Loop Diagrams) pertaining to each theme from the qualitative data gathered after all the identified themes interacted with one another through the feedback loop system. The management challenges within the agent NPOs at the youth development academies highlighting strengths and threats were identified, and through the causal loop diagramming, positive and negative feedback loops were developed through stock flow diagrams through a systems approach methodology.

4.14 ELIMINATION OF BIAS

Pannuchi and Wilkins (2011) define bias in research as the tendency that purposefully prejudices the consideration of a question or influences the manner in which the question is considered. In the context of a scientific study, research bias is when errors are introduced into sampling or testing by the researcher to influence the results to generate a particular outcome. According to Shuttleworth (2009), the different types of research biases include design bias, sampling bias, measurement and procedural biases. By using the qualitative approach for the study, an attempt is made to eliminate bias by triangulating data given by interviewees through structured questions. During the study the researcher also structured the interview questions in a manner that was impartial thus avoiding asking leading questions.

The research process entailed the selection of participants on the basis of them meeting the purposive sampling criteria which was developed into a database of the total population. Finally, data collected was compared and mixed to construct a model.

4.15 ETHICAL ISSUES

Saunders et al., (2012) wrote a treatise explaining that research ethics are essentially about the researcher's respect of the rights of respondents, the organisation and the public which are the subjects of the research exercise. Most professions subscribe to and are guided by a code ethics, values, expectations, norms and standards for all practitioners and those who hold a stake in the professions. Kumar (2011) explains that the dominant issues of ethics in research focus on upholding high professional standards for practitioners in pursuit of scientific enquiry while offering protection for the participants. Creswell (2014) adds that these rights include obtaining informed consent from the participants and ensuring confidentiality.

In complying with the code of ethics in research for this study the following is highlighted:

- a) Written gatekeeper's permission to conduct research at the youth development academies and staff members was obtained from the Department of Social Development;
- b) Ethical clearance was obtained from the University of KwaZulu-Natal's Research Ethics office;
- c) Individuals that participated in the interview sessions were given the informed consent forms to read and sign prior to research. Others preferred telephonic interviews because of time constraints and distances, and as such, they confirmed their consent by fully participating in the interviews;
- e) Permission was sought from the participants to record the focus groups and interview sessions; and those who did not want to participate in the study or who wished to remain anonymous were accorded the opportunity.

For the purposes of focus groups and surveys where large groups of participants were involved the informed consent's contents were projected on the screens prior to data collection and the potential participants were given an opportunity to participate fully, partially or not to participate in the study. In the surveys, a short explanatory information foregrounded the questionnaires with the explanation that by participating in the survey and sending the responses back to the researcher would be the confirmation of consent.

Kumar (2011) regards the sharing information about a respondent with others for the purposes other than the research as highly unethical and that this should be frowned upon and be avoided at all times. Further to this, Kumar explains that confidentiality implies that the dignity of a respondent is respected and upheld at all times. The participants participating in the study were comprehensively briefed in an easy to understand language and manner about the study, what was expected of them and their rights. After the briefing participants they were requested to sign ethical consent forms whose contents were explained to them and translations into IsiZulu where required were conducted. The right to withdraw from the research exercise at any point by participants with no negative implications to the participants were explained to them. The research methods and data collection instruments that were used for the research were designed in such a way that no harm, stress or embarrassment was going to be caused to the participants.

Confidentiality of the research information gathered during the study was explained to the participants.

4.16 VALIDITY AND RELIABILITY

Rigorous and careful application of the research methods, tools and techniques assisted in ensuring that the results of the study were valid and reliable. Creswell (2013) explains that validity in research refers to the potential or ability of measuring instrument to measure what it is supposed to measure and or achieve. Reliability according to (Du Plooy-Cilliers, Davis & Bezuidenhout, 2014), pertains to how accurate the measures are and how they can be relied on. Reliability in quantitative and qualitative research on the other hand is defined by Joppe (2000) and Creswell (2013) as the consistency of results over time and that if the results can be repeated under similar conditions and methodology then the research methodology can, for all intents and purposes, be regarded as reliable.

Reliability and validity of research study refers to data and conclusions that can be regarded as credible, dependable, trustworthy and can withstand academic scrutiny and rigour. Reliability and validity in the study was observed through engaging with multiple methods of data gathering. Du Plooy-Cilliers, Davis & Bezuidenhout (2014) are in favour

of using multiple methods for data collection as it may be a credible instrument to demonstrate validity and reliability. Accordingly, in this study a survey was used for data collection, documentary analysis was conducted, focus group discussions were held and semi-structured interviews were conducted as means of data collection.

On reliability and validity, Creswell (2009: 190) contends that, *'qualitative validity means that the researcher checks for the accuracy of the findings by employing certain procedures, while qualitative reliability indicates that the researcher's approach is consistent across different researchers and different projects.'*

Reliability (Creswell, 2013; Du Plooy-Cilliers, Davis & Bezuidenhout, 2014) implies that research instruments are dependable and consistent. In pursuance of this research standard questions were piloted with a few participants in the same research site and it emerged during the pilot phase that discussions were of quality standard given their engaging and thought-provoking nature.

Validity of the data collection instruments was established through the use of peer referral for examination, and this was done through allowing two of the five-member PhD cohort, which the researcher was part of, to review the research instruments particularly the interview and survey questions. The data collection instruments were also submitted to the supervisor for feedback before submitting them to the ethics office and prior to the commencement of the data collection process.

The trustworthiness and credibility of data was ensured by using a combination of data collection methods. In this case the researcher used focus group discussions with middle level managers, NPO Board members from the two youth development academies, and with members of the social cooperatives, semi-structured interviews with two centre managers, two traditional leaders and two local municipal ward councillors. Survey questions were administered on three senior managers, thirty-two staff members from the youth development academies as well as on eight officials from other government departments that support the youth development academies. Data that had been analyzed into themes was also taken back to participants for checking of accuracy and representation of facts for authentication since these were real people in real life

situations. Lastly the focus group discussions and interview sessions allowed the participants to respond in mother-tongue, which was isiZulu. This made participants to freely engage in discussions in a language that they felt more comfortable and conversant with. Where there were concepts or phrases in English, these were translated and explained in their context.

According to Creswell (2009), it is vitally important that the reliability and validity of data is tested to ensure that acceptable scientific research standard are met. To this end, reliability and validity procedures as posited by Creswell (2009) and Singh (2015) were employed in the study.

For reliability purposes and ensuring that no mistakes occurred during transcription these were examined and all transcribed material matched the audio recordings of the interviews. In the process of ensuring that no changes in the coding crept during the process in deviation from the original point, this risk was minimized through the checking by the researcher and a neutral person for consistency. Furthermore, in the procedures as suggested by Creswell & Singh that there needs to be the cross-checking of codes used by different researchers on the same data sets these were found to be non-existent in the study since the researcher was the only one responsible for all the coding of themes from the different data sets.

For validity purposes, Creswell & Singh suggest that there should be triangulation of data emerging from different data sources to identify alignment among the different data sets. This standard was adhered to through comparing the data emerging from the interviews, focus groups and from the examination of archival and official documentation relating to the youth development academies. On providing final report or feedback to the findings to research participants to determine accuracy, this was not possible due to time constraints and availability of research participants. On the utilization of peer debriefing process for feedback about the study and guidance of the researcher as to how to improve certain aspects, the researcher made use of the research supervisor as well as the PhD cohort who played the role of a peer debriefers as they were neutral to the study.

4.17 EXPECTED CONTRIBUTION TO KNOWLEDGE

It was anticipated that the study would make a meaningful contribution to scholarly knowledge on the subject of managing youth development academies in a partnership model between the state and the NPOs. It would enhance the understanding of the challenges within the state-NPO partnership within a community development praxis. It would draw attention to the complex nature of the relationship between government, NPOs, the private sector, the community, traditional leadership, local government and the service providers. By using a systems approach, it would develop a sustainable management model for the youth development academies. The current epistemological contributions range from the provision of healthcare, education, housing, food security and nutrition to those dealing with water provision, social justice, youth skills development and environmental care. The limitation of the existing models is that none of them is focused directly on managing youth development academies in a partnership model between the state and the NPOs. The researcher aspired to add new knowledge to the existing body of scientific literature, as mentioned above and hoped to do so by way of proposing and testing new theories and models and by explaining the underlying structures and relationships in the management of the youth development academies.

4.18 CONCLUSION

In this chapter, a detailed account of the research design that guided the data generation, presentation and analysis was presented. The researcher also outlined the methodology that underpinned this study. Methods and instruments of data collection were discussed in greater detail. Methodological limitations were highlighted, biases and ethical issues and presented discussions how each of these emerged and provided mitigating reasons. The study in the main was broadly located within the social constructivism paradigm.

The next chapter, which is Chapter 5, presents the qualitative data which will be followed by the quantitative data based on the principles of the sequential exploratory data generation process which were discussed in this chapter.

CHAPTER 5

QUALITATIVE DATA PRESENTATION AND ANALYSIS

5.1 INTRODUCTION

In this chapter, the first of the two chapters on data presentation and analysis, a presentation of the qualitative data and analysis is made. The chapter focuses on the qualitative data produced through a set of focus group discussions and interview sessions that provided an opportunity for the discussants to express their views on the matters concerning the management of the youth development academies.

The findings in this chapter are then linked back with the literature that was surveyed in the literature chapter. The purpose of establishing linkages between the research findings and literature is to primarily establish whether the findings are consistent with other similar studies highlighted in the literature consulted. The chapter begins by reporting on the response rate by participants, this is followed by detailing their biographical data and the presentation of the main study findings. Since this phase of the study used the phenomenological approach from the qualitative design in which focus group interviews and individual face- to- face interviews were used as the data collection instruments, the chapter used the thematic analysis approach to analyse the interview discussions. Thematic analysis was used to guide the discussion emanating from the interviews.

The objectives as highlighted in chapter one are:

- What are the current management systems, processes and practices at the youth development academies?
 - What are the weaknesses and challenges in the current management processes?
- The second question has, as an option to respondents and other available secondary data, sought to find the suggested solutions to the identified challenges with the current management system.

5.2 RESPONSE RATE

The participants that were selected for qualitative data collection stage from the population of 98 were all successfully interviewed thus giving a 100% response rate. Saunders et al., (2012) place emphasis on the critical importance of an excellent response rate from participants to improve the potential for a valid, reliable and credible research outcome.

Focus group discussions were held with the twelve (12) middle managers from the Department of Social Development, the twenty-two (22) members of the social cooperatives that operate in the two academies and the fourteen (14) board members from the two NPOs that run the academies on behalf of the government.

Semi-structured interviews were administered to two (02) centre managers from each of the academies. Further semi-structured, face-to-face interviews were conducted with the two (02) traditional leaders from each community where the academies are located, with two (02) of the municipal ward councillors from each municipal ward where the two academies are located.

Verbatim quotes that emanated from the discussions and interviews (semi-structured and focus group interviews) are presented to give a 'voice' to the conversation. The verbatim quotes are presented in italics.

5.3 DATA COLLECTION

The study used the mixed research methodology combining both the qualitative and quantitative data collection methods. The researcher approached the study from an exploratory perspective and the rationale for this choice was to address all the research objectives adequately.

The mixed method design strategy was characterized by two phases. The researcher began with the qualitative data collection and analysis followed by the second phase, which was the quantitative data collection and analysis.

Yin (2013) outlines six possible sources of information when conducting qualitative research on identified cases. These sources could be official documents, literature on the subject, interviews, direct observation and physical artefacts. During the research an extensive document review process was undertaken to gain deeper understanding of the challenges facing the management of the youth academies. Qualitative data collection was firstly through a literature and document review to gain deeper understanding of the theoretical foundations underpinning governance, management, leadership, systems thinking and complexity theory as well as official and archival records.

Another form of qualitative data collection that was employed was focus groups. This allowed for the gathering of a group to focus on a topic and explore it from different angles in a relaxed, non-directive yet focused manner. Creswell (2013) holds that the focus group approach is more suitable for a group of people who, although they could be working on different projects, are bound by their common interest in the subject.

There were six cooperatives in total that operated from the two youth development academies. These were made up of twenty-two (22) members and all of them took part in the first focus group. A stratified random sampling approach was used in breaking this focus group down into two (02) manageable sub-groups of eleven (11) members each, while ensuring proportional representation. As suggested by Creswell (2013), age, location and gender variables for each of the sub-groups were considered in disaggregating this focus group into two sub-groups. The focus group sessions were held separately at each academy. The second focus group was that of the 14 NPO board members. These were divided into two groups of seven individuals each and were conducted separately. The third group was that of the Middle Management Service (MMS) from the Department of Social Development.

Kumar (2011) claims that the advantage of using focus groups is that it allows the researcher to: *“explore the perceptions, experiences and understandings of groups of people that have the same experience in common with regard to a situation or an event”* (Kumar, 2011:160). The middle management service or (MMS) group had similar backgrounds to the middle managers at district level. The members of the social

cooperatives also had similar background experiences, such as socio-economic, education and cultural orientations, although they differed in gender and age, as was the case with the NPO board members, which will be dealt with later in the study.

Semi-structured interviews using open-ended questions were conducted. The semi-structured interviews allowed the interviewer to ask follow-up questions for clarity and also provided the participants with an opportunity to clarify points (Du Plooy-Cilliers, Davis & Bezuidenhout, 2014). Semi-structured face-to-face interviews were conducted with the two (02) centre managers from each of the academies. Additional semi-structured, face-to-face interviews were conducted with the two (02) traditional leaders from each community in which the academies are located, with two (02) of the ward councillors from each municipal ward where each of the two academies is located. In total, the sampling for the qualitative data collection numbered fifty-six (56) individuals of the population of ninety-eight (98).

5.4 PROFILES OF THE RESEARCH PARTICIPANTS

This section of the data presentation highlights the dynamics in the biographical and location information supplied by the participants. The context, the environment, educational levels, race, ethnicity and language groups were analyzed. It became clear that the group of respondents that participated in this study is fairly homogenous in terms of home language, race and ethnicity and location but varied in terms of educational levels, gender and age.

5.4.1 Middle Managers

The youth development academies are based in two districts, namely King Cetshwayo and uMkhanyakude. However, students attending the academies come from across all the districts. The middle managers responsible for youth development programmes in their respective districts were participants in the semi-structured interviews, as indicated in the Table 5.1.

5.4.1.1 District representation of middle managers

Table 5.1: Representation of Middle Managers in the Study

Name of District	Number of Middle Managers
Amajuba	01
Durban North	01
Durban South	01
Ilembe	01
Harry Gwala	01
King Cetshwayo	01
Ugu	01
UMkhanyakude	01
UMzinyathi	01
UMgungundlovu	01
UThukela	01
Zululand	01
Total = 12	Total = 12

The province of KwaZulu-Natal has 11 District Municipalities (Municipal Demarcation Board, 2015). However, the Department of Social Development has, for administrative purposes, added a twelfth district by dividing the Durban Metropolitan Municipality into two because of its size (DSD Annual Report, 2016/17). These two districts are eThekweni North and eThekweni South. The Department of Social Development has also clustered all twelve districts into four clusters made up of three districts each. These four clusters are headed by a chief director under whom there are three district directors heading each district and within each district there are development and research managers at deputy director level or MMS level (DSD Organogram, 2017). In the South African public service, deputy directors are also referred to as middle managers.

5.3.1.2 *Biographical details of the middle managers, education and years of experience*

The majority of the middle managers are females (60%) with males making up 40% as indicated in Figure 5.1. This could be attributed to the fact that approximately 80% of the personnel in the Department of Social Development is female. Perhaps this is owing to the social work profession being dominated by females.

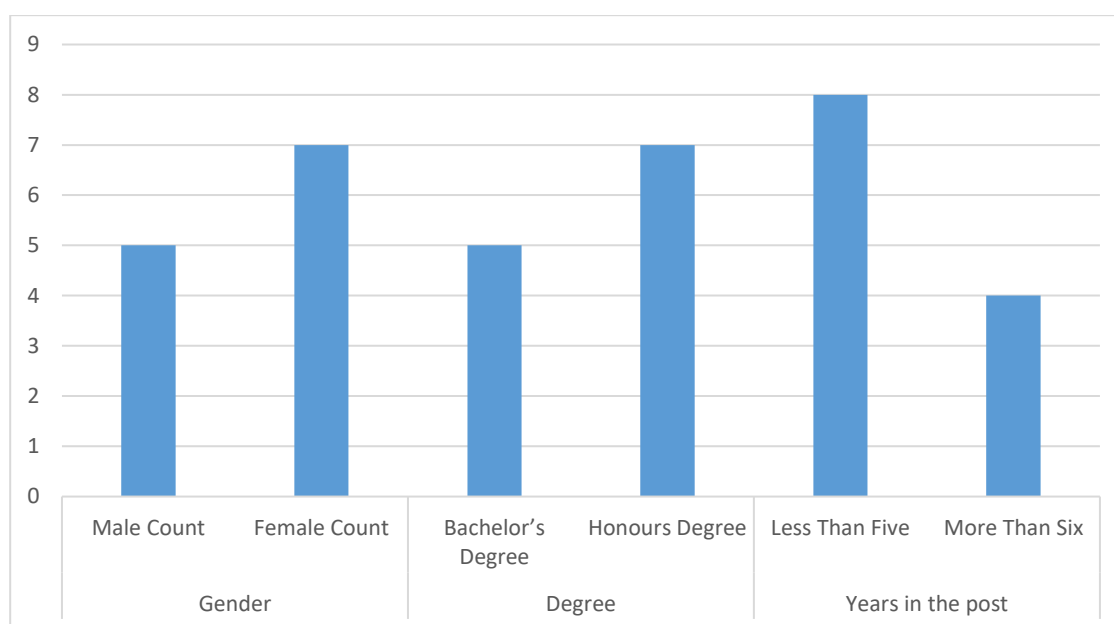


Figure 5.1: Gender, experience and education level details of middle managers

Figure 5.1 also illustrates the gender spread among the middle managers of the Department of Social Development. There is also an indication of their educational levels as well as the number of years in the middle management posts that they held. At a glance it appears that the majority of managers had honours' degrees, while about 80% had less than 5 years at the middle management level.

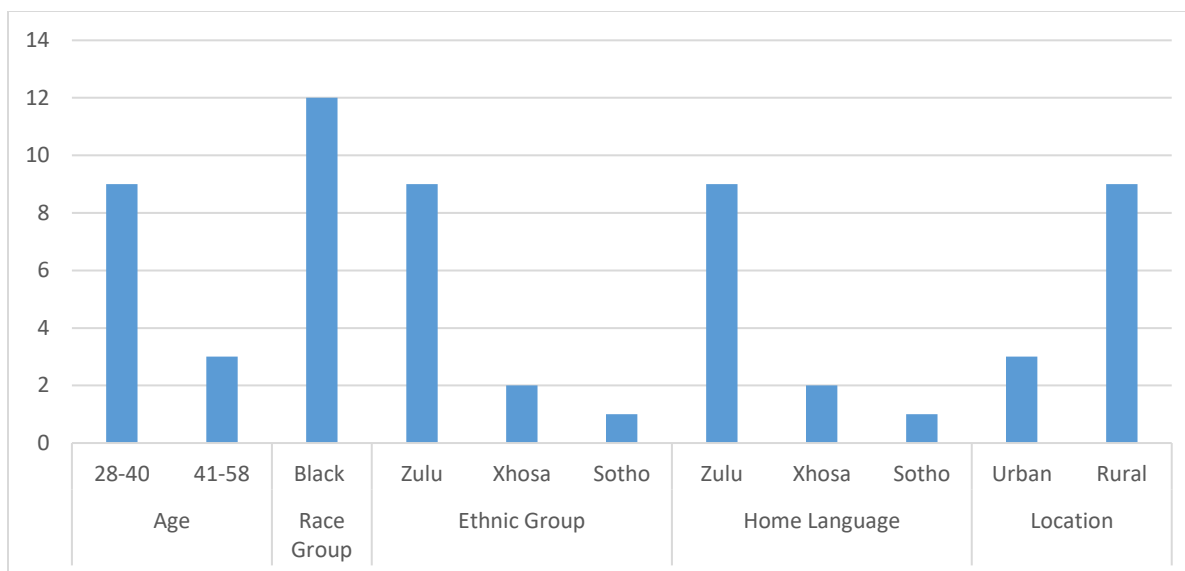


Figure 5.2: Biographical details of middle managers

Figure 5.2 highlights that while there is general homogeneity of race and ethnic group, being blacks and predominantly isiZulu speaking, there is a presence of non-Zulu speakers who speak isiXhosa and seSotho. This can be ascribed to the geographical proximity of the province of KwaZulu-Natal to the provinces of the Eastern Cape and Free State, which are populated predominantly by the isiXhosa and seSotho-speaking people respectively. Ages range from 28 to 58 among the participants which could provide different perspectives on the management of the academies. The location of the respondents is predominantly rural, consistent with the profile of the province with only 03 located in a predominantly urban environment, namely Durban North, Durban South and uMgungundlovu. The rest of the districts are predominantly rural. The number of years in the service of the Department ranges from 4 to 14 years with most of the middle managers having spent between 3 and 6 years in their positions.

5.3.1.3 Presentation of data collected from middle managers

The first set of data collected from the MMS was through the focus group approach. A focus group is a field research approach that is essentially '*used to determine the attitudes, behaviour, preferences and dislikes*' of a group of participants (Du Plooy et al., 2014:183). Kelly (2012) describes a focus group as a social science research approach that is conducted within a group with an intention to access the group's inter-subjective

experiences regarding products or services (Kelly, 2012; du Plooy et al., 2014). Kelly (2012) also explains that the focus group is *‘a group of people who share a similar type of experience, but a group that is not naturally constituted as an existing social group’* (Kelly, 2012:305). Henning (2004) and du Plooy et al., (2014) agree that focus groups are gathered for the purpose of allowing the participants to share their views regarding specific aspects of the study through predetermined open-ended questions.

The distinct value-added proposition of using focus groups is that *‘it allows you to collect evidence about feelings and opinions that are shared and experienced by people who are in similar situations’* (du Plooy et al., 2014:184). The MMS group indeed had similar experiences given that they were all managing youth development programmes in their respective districts from which young people were drawn to attend youth development academies.

The focus group with the MMS comprised all 12 participants in one room. The discussions were all in English. A set of pre-determined questions had been prepared prior to the discussions. They were based on the main research questions using current management practices, challenges with such management practices and what could be suggested as an alternative. Themes emerged from the discussions that could act as an organizing frame for later discussions. Ryan & Bernard (2009) write about the critical importance of theme identification in qualitative research and emphasize this as a fundamental task. Henning et al., (2004) hold that qualitative research is rich with illustrations of thinking and that this is not sufficient until reams of raw data are ‘systematized and rationalized’ into some form of thematic organization. Du Plooy et al., (2014) hold that thematic coding is used for thematic analysis of text found in the data and that is sometimes derived from the literature review. Common in the writings cited above is that themes are derived from words that occur repeatedly in the conversations with discussants and that these represent associative linkages between occurrences, experiences, thoughts and words, in what D’Andrade (1991) describes as ‘schematic organization in naturalistic discourse’ (D’Andrade, 1991:287) and where key words or frequencies are repeated formally and informally. When identifying themes from discussions, the researcher was guided by words that were repeated most often and

Careful analysis of blocks of text to identify word or phrase repeats. As most of the participants in the sample were Zulu language speakers, the researcher looked for key indigenous terms peculiar to the Zulu language, including metaphors and transition connectors. Key in the use of the main indigenous terms is the frequent use of local terms in what Patton (1990) refers to as 'indigenous categories' (Patton, 1990:393). Strauss & Quinn (1997) refer to this as *in vivo coding*, which refers to the process of identifying local terms in the process of theme development.

A systems dynamics approach was applied in managing the focus group discussion and providing direction for the participants to express their vision and strategic objectives for a youth development academy. Linked to this was the set of key performance areas and indicators to measure the achievement of the stated strategic objectives. What first came out was a discussion regarding the mental models of an ideal youth development academy with the focus on the current management practices at the academies. This approach has been tested by various systems dynamists (Senge, 1980; Senge, 1987; Saeed, 1992; Sterman & Cavaleri, 1997; Oliva, 2003) and the researcher found it to be particularly useful for a study of this nature and adapted it accordingly. This approach is repeated in all three focus groups, namely the middle managers, the NPO board members and the social cooperatives.

The initial stage of the discussion was framed within the context of the current management practices. It examined through probing questions, if examined against the strategic objectives, the current management practices will propel the academies towards the achievement of the said objectives. The participants were able to outline, using their 'real world' experiences with the functioning of the academies, the challenges experienced with the current management practices.

The following stage of the discussions was open-ended, with participants given an opportunity to express their desired state of affairs in the academies, given the vision and the strategic objectives, the current management practices and the challenges thereof. One of the key dimensions at this stage of the discussions was what Senge (1987) refers to as 'dynamic hypotheses', wherein participants were given an opportunity to create a

hypothesis of a fully functional and effective youth development academy. Using this hypothesis, participants were asked to outline what would this entail, taking into cognizance the prevailing conditions at the academies as a reference model.

The next stage entailed the policy framework that would anchor the ideal state of affairs in the academies. It entailed institutional arrangements and mechanisms to support the effective functioning of an academy. It required an application of a mental model that seeks to improve the system behaviour, in this case the youth development academy, for it to be effective.

One of the broad themes emerging from the discussions was the role that the NPOs were performing as implementing agents at the youth development academies and their oversight of the management. Funders, donors and sponsors are increasingly demanding more transparency, better value for money and adherence to good governance standards.

The next broad theme to emerge was with regards to governance, all respondents expressed doubts about the ability of the NPO boards to perform an oversight role over the youth development academies. One respondent said, *'the NPO boards have limited capacity and capability to oversee operations of this complex programme. There are a lot of complexities in managing the provincial academy by the local entity/ board'*. Another respondent commented that one of the reasons for the NPO board being unable to perform its role was, *'the constant 'noise' between the board and the local inkosi or traditional leader'*.

The next broad theme that emerged during the discussions was management in general at the youth development academies. The responses from participants oscillated between various aspects of management, touching on human resources, finance, contracts, cooperatives, security and stakeholder and programme management. For the purposes of the responses from the participants, these over-arching sub-themes have been captured separately to aptly amplify the granularity of the discussions.

With regard to human resource management, the respondents all confirmed that salaried staff is employed by the NPO boards through transfer payment funding from the Department of Social Development. However, one respondent commented that, '*human resource management policies not well developed and thus very weak*', another one said, '*labour relations matters not managed efficiently and as a result staff do as they please without consequences, thus leading to poor performance by staff and this affects student performance*'. Another participant referred to, '*unbecoming conduct by some staff members as a result of weak management of human resources as well as poor oversight by NPO boards over staff at the academies*.' Another participant added that, '*academies seem to be overstaffed with no full utilization of available personnel*'.

The Public Finance Management Act (1999) and Treasury Regulations Section (38) (1) (J), TR 8.4.1 and TR 8.4.2 mention the importance of all those entities funded by taxpayers' money to demonstrate adequate controls in managing funds, that funds will be used for the intended purpose and that accounting officers of funding entities have the power to terminate contracts for poor performance and or contravention of the service level agreements (SLAs). The MMS participants, when discussing financial management, said that the youth academies use their own financial management systems. They added that finance clerks with relevant skills are employed to manage the system and center managers are the accounting officers.

On further discussions with regard to what was wrong with the current system, one participant said, '*there is a very high turnover of staff with finance skills*', while another added that, '*mismanagement and corruption is not picked up immediately because of independent system which is different from the one used by the state*'.

When the two youth development academies were established in 2012 and 2013 respectively, the Department of Social Development bought a number of assets to run these centres. These assets ranged from furniture and equipment to vehicles and computers. During the discussions the issue of the management of assets come through quite prominently. The respondents mentioned that academies procure and manage their own operational assets, implying that they use the funds obtained from the government

to buy these assets. They added that some assets belong to the academy but are used by the cooperatives, the catering cooperative in particular.

The funding criteria from government is very specific on what the funds should be spent on and this is contained in what is referred to as the realigned budget for NPOs (DSD SOP on Transfer Payments, 2013).

One respondent said, *'all fixed assets (buildings) belong to government'*, while another added that, *'asset registers are kept which are a record of all movable assets.'* When probed further whether the current system was working, one respondent said, *'systems used to barcode assets are not well developed and as a result there is no proper record of assets and this makes it difficult to control the movement of assets and there is huge number of loss of assets mainly cutlery. It would be better if major assets are managed by the Department of Social Development. Minor assets such as cutlery and crockery can be donated to the social cooperatives responsible for catering as part of boosting them to be sustainable.'*

The youth development academies are located in remote parts of the rural areas to allow for outdoor activities. This requires vast tracks of open spaces. In addition, the youth development academies have to be located away from built-up areas to avoid frequent contact between students and local communities that could lead to smuggling of tobacco or illegal substances into the premises, as the academies are smoke and drug free environments (Youth Development Academy Conceptual Framework, 2013). During focus group discussions with the MMS group, the issues of the management of security at the academies emerged. The participants confirmed that there is security in the form of perimeter fences around the academies and the gates are manned by security companies contracted by the NPOs that manage the academies. It was confirmed upon further probing that these security companies perform searches and provide access and exit control and patrol the academies.

It must be mentioned here that at some stages of the focus group a number of the MMS discussants seemed to think that contract management related only to the SLAs that the

NPO boards entered into with the Department of Social Development, whereas the focus of the discussion was looking broadly at contract management.

On whether there were challenges with the current system, one participant responded by saying, *'There have been several losses of assets at the academies, and most of these left the premises through the gates manned by security guards'*.

Another one added, *'The problem is that the security companies are contracted by the NPOs and are accountable to the NPOs. When things go wrong it is a long process to get to the bottom because you have to go through the academy management and eventually to the NPO board to get to the root of the problem. It is frustrating and adding a layer of unnecessary bureaucracy'*.

On the issue of the performance of the security companies, one participant remarked, *'when questions of poor performance of the security company is raised by the officials of the Department of Social Development the NPO board takes too long to respond and address the concerns. Sometimes we feel that the NPO board is protecting the security company since it is from the local community. It would be better if security contract were managed by the Department'*.

When the participants were asked to suggest solutions to what they perceived as a challenge, one suggested that, *'the security company should be appointed and paid for by the Department of Social Development and be answerable to the Department. This means that security management should be done by the Department'*. When the group was asked about the advantages of the proposed new arrangement, one participant's answer was, *'it would improve accountability and efficiency and that there would be no fear or favour'*. Another one quipped that, *'the management of security contracts with the security companies will be more professional since the Department has security management staff as well as legal professionals'*.

It must be added that while the focus group discussion was on the management of security services, the issue of their contracts filtered through the discussion. The discussions vacillated across to other contracts that the youth development academies

had with various providers of services. The facilitator allowed this natural and organic as well as fluid movement of discussion across closely-related topics.

With regard to contract management in general in the youth development academies, the participants explained that the NPO boards entered into the SLAs with the Department of Social Development annually. These outlined the key deliverables for the academies and the amount of funding they could expect, including the methods of payments. However, the views expressed with regard to the weaknesses in the current processes, were, as one participant commented, *'the academies do not have the capacity and capability of negotiating and managing contracts since they don't have legal expertise. As a result, some of these contracts are flawed or the academies enter into binding contracts that have no benefit to the objectives of the academies'*.

On what needs to be done to correct this, another participant said, *'The management of the academies need to be done by the Department of Social Development with the NPO boards playing an advisory role. In this way contract management will improve a lot since the Department has legal experts'*.

Monitoring and evaluation at the youth development academies is conducted to check compliance with the statutory requirements, such as the constitutional mandates, the requirements of the NPO Act (1997) and the Public Finance Management Act (PFMA) (1999), including Treasury Regulations and the Skills Development Act (1998). Generally, the monitoring is conducted by officials from the Department of Social Development and these same officials conduct evaluation sessions. On compliance with the Skills Development Act, the monitoring is conducted by officials from the Department of Higher Education and Training (DHET) through quality assurance of vocational skills programmes and the assessment of student performance by benchmarking it against standards set by the South African Qualifications Authority (SAQA) and through the National Qualifications Framework (NQF).

During the focus group session with the MMS cohort, they mentioned that monitoring and evaluation of the academies was conducted before each funding tranche payment was

made. Funding to the youth development academy NPO boards is done in four tranches per annum (BAS Report, 2015/16; 2016/17 & 2017/18). According to the group, monitoring and evaluation is conducted to establish if the funds transferred to the NPOs is being used for the intended purpose and that there is adherence to regulations pertaining to the supply chain management processes and that the NPOs adhered to general accounting principles.

One participant said, *'the monitoring and evaluation of youth development academies is done by us officials to establish the adherence to rules and regulations'*.

Another one added that, *'monitoring and evaluation is conducted by finance monitors who perform assessment regarding compliance to PFMA and treasury regulations'*.

One participant said, *'if the financial reports are good, the management of the Department will recommend and approve the transfer of the next tranche'*.

None of the participants mentioned the performance of the NPO boards and the academy management with regard to the other dimensions as deciding factors for the approval or rejection of the NPOs managing the academies.

The recommendation and approval for the payment of the second, third or fourth tranches were based on financial performance and compliance to the rules and regulations, rather than on a broad set of deliverables as contained in the SLAs. This one-dimensional approach to management and leadership performance should be a cause for concern, as Baatjes (2013) referred to it as instrumentalism or what Bodhanya (2014; 2018) refers to as a reductionist approach.

There seemed to be a general pattern for the discussants to use 'monitoring and evaluation' as though they meant the same thing as opposed to the concept being two separate processes aimed at achieving different objectives in a continuum. However, when the facilitator probed further, it became clear that the discussants understood the distinction between the two. Based on the analysis of the youth development academies' reports that are produced annually, it became clear that monitoring and evaluation

focuses mainly on compliance with legal mandates and very little attention is paid to NPO board performance, management performance in general and most importantly, the students' performance. There appeared to be a pervasive concern with monitoring and evaluating adherence to laws governing public funds to the detriment of other aspects of management.

In each of the youth development academies there are a number of social cooperatives that perform various income-generating activities. These range from cooperatives that are involved with catering services, cleaning, baking, vegetable production and garment making. These cooperatives were given spaces in which to operate at the youth development academies as a strategy to integrate community development with the academy concept as a catalyst to stimulate economic activities for the local community (Youth Development Academy Conceptual Framework, 2013). The cooperatives provide services to the academies and others also sell their products and service to the local communities (Youth Development Academy Report, June 2018).

On the management of the relationship with the social cooperatives, the MMS focus group used the following expressions to explain the nature, form and operating models of the social cooperatives in the youth development academies.

'Cooperatives operate independently of academies'.

'Academies provide the captured market and cooperatives provide services'.

'Cooperatives stimulate local economic development among communities'.

'These cooperatives are game changers for the local economic activities'.

'Social cooperatives offer endless opportunities for households and have been agents of change'.

The above aptly sums up what the MMS focus group saw as the benefits for the existence of social cooperatives in the youth development academies.

When discussing challenges, if any, with the existence of social cooperatives at the academies, one participant said, *'Contracts have to be signed with cooperatives outlining their key deliverables because at the moment there is not such'*.

'By entering into service level agreements between the cooperatives and academies will assist in the growth of cooperatives as businesses', said one participant.

One respondent said, *'currently cooperatives do not pay for water, electricity and rent. It is high time that they start paying so that they operate as businesses. Cooperatives in some cases use the assets of the academy, mainly the kitchen equipment and cutlery. The cleaning cooperative also uses the academy equipment'*.

There was a general consensus that cooperatives needed to be supported to become sustainable. However, this support had to be in a manner that assists the cooperatives to be successful businesses. To support this view one participant said, *'because there are no other economic hubs in these rural communities the cooperatives should continue operating from the youth development academies and that they cannot be exited from the academy rather they be assisted to diversify their businesses for sustainability'*.

This viewpoint was corroborated by Shange (2018) during the semi-structured interview when she said, *'if you rotate or exit cooperatives out of the youth academies that would be the death of such cooperatives because there are no other opportunities locally'*.

The main reason for the youth development academies being established was to provide innovative vocational and life skills development programmes. The delivery of these programmes and the manner in which they are managed becomes the core of the existence of the academies. During the discussion the participants narrated that the programmes were designed centrally by the Department of Social Development for implementation in the two youth academies.

One participant said, *'the youth development academy concept came about as a policy decision by Provincial Cabinet and was developed into a programme for implementation*

by the provincial department, so it is important that it remains managed provincially for consistency and accountability while the implementation is devolved to districts’.

The participants all agreed that the implementation was localized to districts while the provincial head office plays a monitoring and evaluation role. They all agreed that the centre manager and staff manage the implementation of the programme on a day-to-day basis and that social workers based at the academies deliver and coordinate life skills programmes as well as psychosocial support to students.

In terms of the vocational skills development programmes, the participants all agreed that this was done on an agency basis, where the uMfolozi TVET College plays a major role in the rollout of skills development programmes that are accredited.

With regard to the challenges facing the current arrangement, the majority of the participants expressed the feeling that the programmes have remained the same since the advent of the model in 2013 and that there is a need for them to be developed further to meet the changing needs of the world of work and technology. As one participant said, *‘the digital economy driven by the fourth industrial revolution is upon us and we need to ready our young people’.*

One participant added that, *‘there was currently no cost-benefit as the costs for vocational skills were very high but the employment of the graduates was low. A lot of our graduates remained unemployed or have to take other jobs other than those they were trained for’.*

Another participant felt, *‘there was over-staffing at the academies and lamented the underutilization of physical training instructors who, during the vocational skills development phase, had little to do because students were mostly in class save for the between 04h00 – 06h00 when students are woken up for cleaning their rooms, making up of the beds, roll-call and physical exercise, as well as maintaining order during meal times as well as homework supervision, drill exercise from 16h00 and ensuring lights were out at 22h00’.*

At the time of the focus groups, the Department of Social Development, realizing the low employment rates of the academy graduates, was contemplating introducing the occupationally-based vocational skills development programmes in the form of learnerships, which are one year in duration and result in a full qualification to enhance prospects for employability. One participant said the Department should, *‘finalize the partnerships with relevant SETAs for the funding of learnerships and terminate the current contract with uMfolozi TVET college, and develop the strategy for managing underutilized staff at academies particularly in light of the learnership programme for youth’*.

The youth development academies have a number of stakeholders with whom they work. Others are standard across the two academies, such as the uMfolozi TVET College and the South African National Defence Force (SANDF), while others are localized, such as the local offices of the Departments of Health, Economic Development, Arts and Culture, Sports and Recreation and the South African Police Service (SAPS), as well as localized NPOs and local leaders. The youth academies have strong partnership with stakeholders, which is critical for programme implementation.

Participants felt that the existing partnerships with stakeholders were mostly informal. They expressed the desire that the Department should facilitate the signing of a Memorandum of Understanding (MOU) to formalize these partnerships with relevant stakeholders. The participants suggested that the academies maintain the existing stakeholders as most of them remain important to the programme.

The participants, when discussing programme implementation, kept referring to monitoring and evaluation as a key element to ensure compliance with the provisions of SLAs, the Public Finance Management Act (PFMA) and Treasury Regulations. They claimed that this is performed at the district level by the programme and finance monitors while the Provincial Head Office ensures that districts submit regular monitoring reports.

The discussants said the process of monitoring and evaluation was important in that it identified gaps and weaknesses that resulted in improvements to systems and compliance. However, one participant added that, *‘the management of finances and*

programmes at the academies will collapse if the officials of the Department of Social Development did not help the NPOs to ensure that there are proper systems and process. There are serious weaknesses due to lack of capacity for oversight by the NPO boards’.

Another participant added that, ‘therein lies the problem, in that the officials of the Department of Social Development who should play an objective role during monitoring and evaluation end up providing corrective actions thus blurring the lines and roles and responsibilities overlap’.

The participants were unanimous in that the Department of Social Development needed to maintain the monitoring and evaluation system that it had in place, even after transition from a fully NPO-managed arrangement to a departmentally-managed set-up.

All funded NPOs have Service Level Agreements with specific sets of deliverables. These contractual terms do require reports of achievement on key performance areas or performance targets, for an example, ‘the number of youths participating in skills development programmes’, (DSD Annual Performance Plan, 2017/18). In order to maintain their reputation and gain further funding, NPOs need to report their progress towards achieving concrete, measurable goals and the projects they undertake that are aimed at impacting as many people as possible as quickly as possible. This is a situation where increased activity results in increased funding, or that funding is at least maintained at current levels with an inflation-related increase, which results in increased or continued activity, demonstrating a virtuous cycle or reinforcing feedback loop. This causal loop can also reflect as negative feedback if there are conditions within the youth academy as a system that negatively affect the achievement of the set targets.

Based on the engagements with the MMS cohort during the focus group, a number of items were identified as a result of the reiterative mention of certain concepts and words. These were largely influenced by the research questions, which framed the discussion as an attempt to link the discussion to the research objectives, the research questions and the literature. This led to the conclusion that these words and concepts repeatedly coming

out strongly during discussions are informed by the participants' experiences, world views and desires.

The focus group discussions allowed the generation and identification of the often repeated and iterative concepts regarding the management of the youth development academies. These had been picked up as well from the archival sources as well as from the official documents. These were broadly:

- Implementing agents;
- Governance; and
- Management.

The following emerged as sub-themes or variables under the broad management theme:

- Human resources;
- Finance;
- Contracts;
- Co-operatives;
- Security;
- Stakeholder;
- Programme management; and
- Monitoring and evaluation.

For the purposes of the study, which is mainly interested in the management processes and systems at the youth development academies, the broad theme of governance and the management sub-themes were used as the main focus of data collection. The rationale for that was to ensure alignment with the title of the study as well as to respond to the research questions. Notwithstanding the issues of implementing agents that emerged as a major theme, the researcher chose the management sub-themes or variables. In any event these sub-themes are intricately inter-linked with broad theme of NPOs as implementing agents. Table 5.2 presents a summary of the responses from the MMS cohort, as discussed above.

Table 5.2: Summary of Middle Managers' Focus Group Responses and Emerging Themes

Item	Responses and Emerging Themes
1. Governance Model	The Department should disband the current governance structure. The Department should appoint a manager to manage the academy as one of its facilities. The Department should take over payment for goods and services and monitor programme implementation.
2. Human Resource Management	The Department should employ staff on a contract basis and remunerate them through the PERSAL system. Staff to abide by well-developed HRM and labour relations systems for the DSD. Review staff complement of academies and retain only the staff required.
3. Financial Management	Financial management should be performed by the Department of Social Development. The NPOs should manage funding allocated for programmes and not for the management of the institutions.
4. Asset Management	All major assets to be allocated to the Department. Assets linked to cooperative operations to be sold to them.
5. Security Management	Long term contract to be considered.
6. Contract Management	SLA to be done away with. Status quo to be maintained with regard to the management of security contracts.
7. Management of Cooperatives	Cooperatives to be supported to become sustainable.
8. Programme Management	Finalize the partnership with relevant SETAs. Terminate the current contract with Umfolozi TVET college. Develop a strategy for managing under-utilized staff at the academies, particularly in light of the learnership programme for youths.
9. Stakeholder Management	The academies to maintain the existing stakeholders as most of them remain important to the programme. The Department to facilitate the signing of MOU to formalize these partnerships with relevant stakeholders.
10. Monitoring and evaluation	The Department to maintain the monitoring and evaluation process, even after transition. Introduce and implement monitoring and evaluation for the academies.

5.3.2 Board Members

The two youth development academies are managed by NPOs with boards as governing bodies. The two boards have 7 members each and they comply with the NPO Act, 1997 in terms of the board composition regarding the number of members (Monitoring Report, 2017). The board members are elected by the respective communities during the annual general meetings, where they provide feedback to their local communities on the activities and programmes at the two youth development academies. Due to the diverse nature of the communities where the academies are located, as well as the traditional authority boundaries that sometimes straddle municipal boundaries, the traditional leaders near the academies want representation on the boards (Mbokazi, 2015; Ntshangase, 2018).

For the purposes of this study, the researcher has separated the details of each academy and coded them as Academy 1 and Academy 2 for anonymity and to protect participants' information. It would have been convenient to combine the two into one, but there could be variables of geographic location, peculiar regional dynamics, local preferences and other nuanced needs.

5.3.2.1 Biographical details of the board members – Academy 1

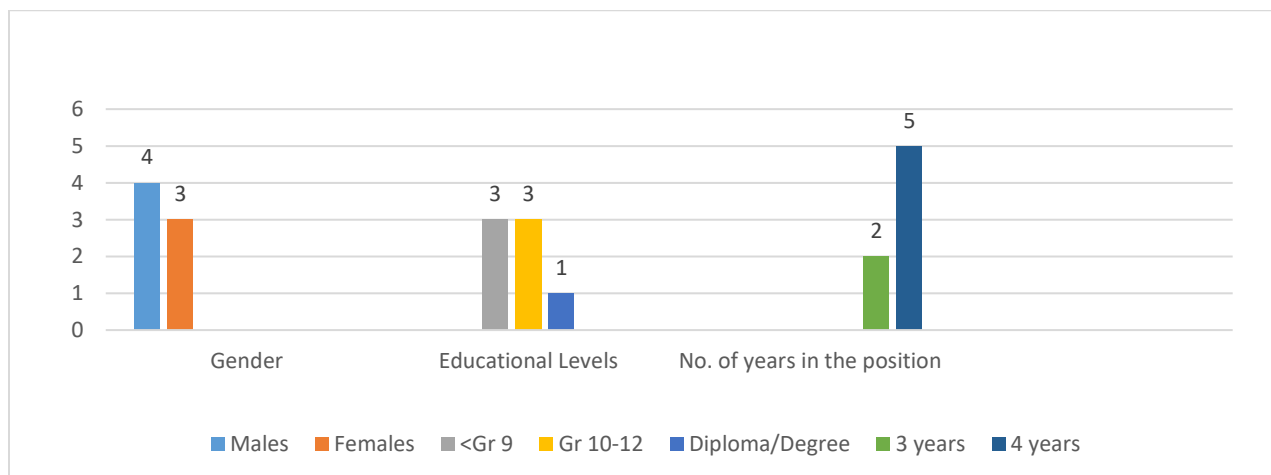


Figure 5.3: Gender, education levels and number of years in the position

In Figure 5.3 the gender ratios indicate that the NPO boards have more male than female members. This can be attributed to the location of the academies. They are situated in the rural areas where the traditional and patriarchal practices remain rife. Their educational levels are at a functional level, perhaps this could again be a factor in the rural settings, as education has traditionally not been a key priority in a number of families because of a lack of funds, socio-cultural issues and partly due to a lack of understanding (Aitchison, Harley & Land, 1996; Mkhize, 2017). Figure 5.3 reveals an interesting fact, which is that they are relatively new to the board, having spent between less than a year to two years serving on the board. This could be attributed to the annual general meetings, when the election of new board members takes place, although existing members can be retained on the board through voting by community members.

Biographical details of the board members – Academy 2

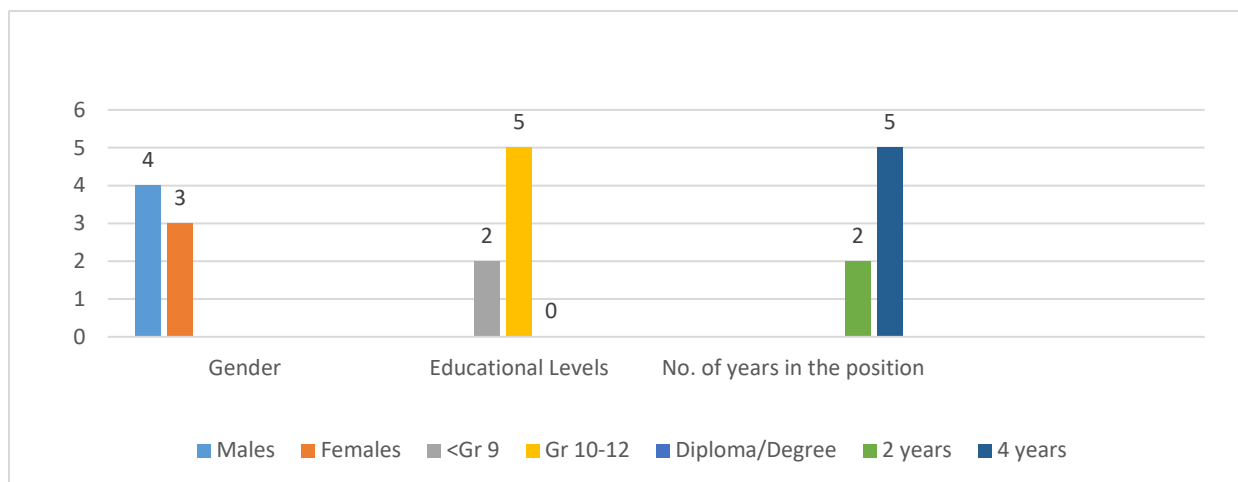


Figure 5.4: Gender, educational levels and number of years in the position

Figure 5.4 for Academy 2 indicates the same issues as those indicated in Figure 5.3 for Academy 1. In both instances the composition of the boards of the two youth development academies indicates that males dominate the governance structure. Mkhize (2017) goes on to describe this phenomenon as *'The African culture still lacks in promoting women independence; women are still left behind in areas of decision making and leadership. The male dominance is still prevalent in most rural settings that still expect women to submit to male domination'* (Mkhize, 2017:180). This could be attributed to the patriarchy

levels in the rural areas as opposed to those in urban areas, as members are elected at a community gathering during the annual general meetings and through an open and public nomination process. The educational levels range from functional literacy of grade 7 to matric, which is a schooling exit level. None of the board members has any form of tertiary qualifications. The number of years on the boards for both Academies 1 and 2 range from less than a year up to two years. This is consistent with the provisions of the NPO Act, 1997, which limits the period of serving on the board to 12 months, unless the member is re-elected at the annual general meeting.

5.3.2.2 *Age, race, ethnic group, language and location of board members – Academy 1*

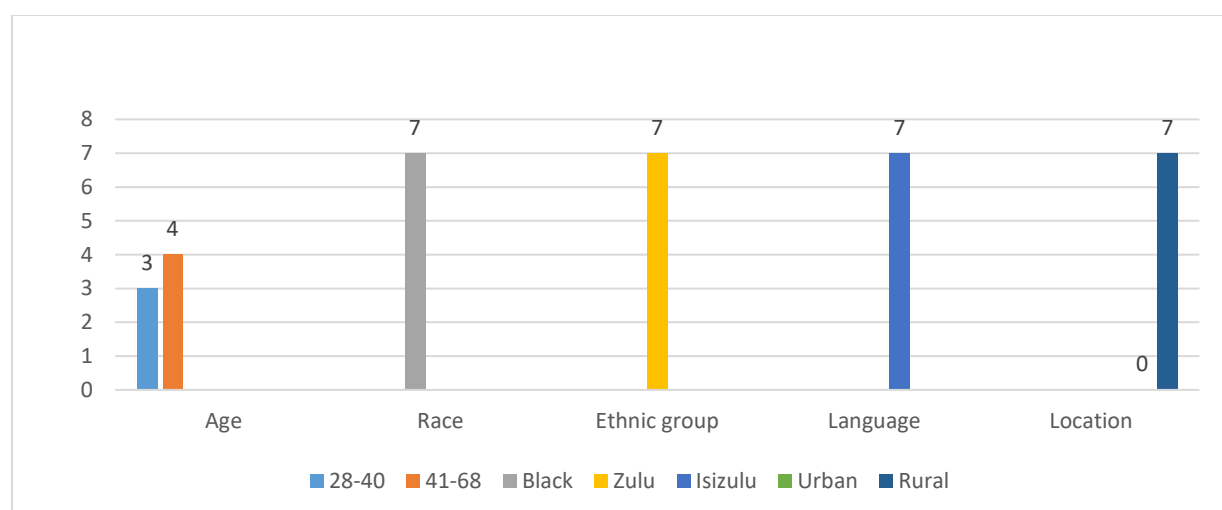


Figure 5.5: Age, race, ethnic group, language and location

Age, race, ethnic group, language and location of board members – Academy 2

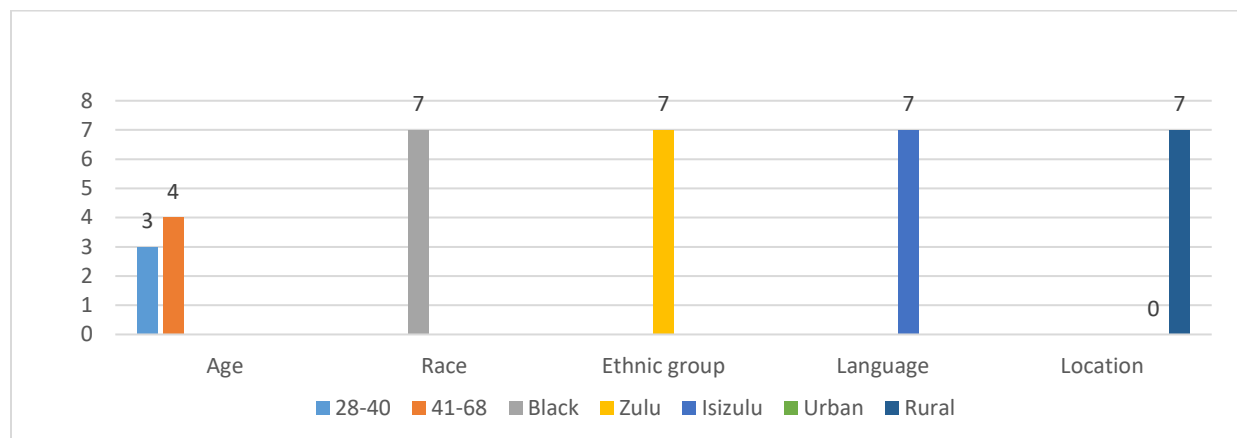


Figure 5.6: Age, race, ethnic group, language and location

Figures 5.5 and 5.6 depict the demographic composition of board members from the two academies. The race, ethnic group, language composition and location of the board members for both academies is homogenous and the location of the members is rural in both instances, which indicates that board members are from the communities surrounding the academies. The age composition ranges between 28 and 45 years of age, a varied age group that includes young adults and early middle age. When examined against the data in Figure 5.5 educational levels for a fairly young group of people is remarkably low.

5.3.2.3 Presentation of data collected from the board members of the two academies

The two youth development academies have boards as governing bodies, responsible for governance at the academies. They are constituted in terms of the NPO Act, (1997) and each have seven members with a chairperson, deputy chairperson, treasurer, secretary and two additional members. The two boards participated in the focus groups separately. In presenting the data collected during the two focus groups, the researcher highlighted the key issues raised during discussions and where there were similarities between the two boards, these too are indicated. Differences between the two boards are also indicated.

The discussions during the focus group sessions for the NPO boards sought to answer the research questions as highlighted in the study.

On the issue of the current roles of the board in running the academy, the two boards seemed to have a common understanding of their role as being to sustain the academy, to monitor all the affairs concerning the academy, to ensure that the academy complies with the Public Finance Management Act (1999), to evaluate ways in which students and staff members are looked after at the academy and to ensure the full functionality of the academy. One board member said, *'our role is to oversee the operations of the academy'*, another spoke about, *'ensuring the proper functioning of the academy'*, while another added that their responsibility was to, *'oversee the proper day to day functioning of the academy'*.

On whether or not this current arrangement should continue and if not, what should be changed, the participants responded by saying that yes, the current arrangement should remain in place but the board members should be given more freedom to practice their role to their full capacity. Participants said that the Department of Social Development should extend this freedom, especially with issues pertaining to final decisions about the academy, for example being involved with the type of curriculum accessible to the students plus other matters concerning employees at the academy. While there was an overwhelming feeling that the status quo should be maintained, there were five views from across the two academies that indicated that the current status should not be continued. Three board members indicated that, *'the boards should be given more support to become more professional in carrying out our work, including payment of sitting allowances'*. This view was more dominant in Academy 1. There was also an emerging feeling that the management model should be more integrated. One board member even said that, *'the management of the academy should be jointly done by the Department of Social Development and the NPO board because we have little knowledge of this job. The role of the Department should be strong and clear to support us, otherwise we are in the dark'*.

With regard to the question of who develops the policies for the management of the academy, the respondents in one of the academies all indicated that there were no formal policies governing management at the academy, while in the other academy only one respondent indicated no knowledge of existing policies, while others said the policies were developed by the government together with the board, while only one said the policies were developed by the centre manager.

In responding to the question of who is responsible for the implementation of the management policies, the respondents from one of the academies all said that, as a result of there being no formal policies governing the management of the academy, they could not fully respond to the question. If such policies were in place, then the board, together with the government, would be responsible for the implementation those management policies. In the other academy the responses were varied, with one saying, *'this thing of implementing policies should be a shared responsibility between ourselves and the Department of Social Development'*. Three said it should be the centre manager, *'because he is the professional and a top manager in the academy'* and one said it should be the Department of Social Development. Two thought that it should be the NPO board.

Responses from one of the academies with regard to the issue of whether or not the one who develops the policies should also be responsible for their implementation were overwhelmingly in favour of the policies being developed in accordance with the labour law, while in the other academy one respondent indicated that this should be the responsibility of government, the board and the centre management, another said it should be a shared responsibility, a third said it should be the governing body and another said it should be the NPO board and management of the academy.

With regard to who is responsible for the designing of the programmes at the academies, in one academy all said that it was the Department of Social Development's responsibility for designing the programmes that were implemented in the academies, while at the other academy three board members said that it is the centre manager, one said it was management, while two said it was the Department of Social Development. Another

answer from one of the participants was, *'I really don't know who designs the programmes, I only see them implemented and youth graduating'*.

On who should be responsible for the design and implementation of the programmes at the academies, in one academy the respondents said it should be the board working together with the Department of Social Development that should design the programmes, while at the other they all said it should be the academy staff and management.

With regard to the issue of the government paying the NPO boards to provide services at the academies and the challenges facing this arrangement, the respondents in one of the academies said the problem with the current arrangement is that the board is not involved in developing the budget for the academy, while one respondent in the other academy was unsure and the other two said the budget was being reduced all the time and not paid on time. One of them said the money paid to the NPO board was used effectively, one was unsure and another said that the service providers were charging exorbitant amounts of money for services rendered or delivered.

On whether or not the current situation should be allowed to continue as it is or should be changed, all the respondents from one of the academies indicated that the existing arrangement of the government providing funds should not change but that the board should be involved in all the processes, while in the other academy four respondents said the government should continue to provide funds, one said it should not continue without providing an alternative, one was not sure and one said *'the money should be paid automatically into the account of the NPO quarterly without delay, the delay causes anxiety as no one knows when the money will come'*.

With regard to whether or not all the services in the academies should be paid for by the government or if the NPO boards should raise their own funds to run the academies, the respondents from one of the academies said all services at the academy should be paid for by the government, while in the other academy two respondents said the government should provide funding while the NPO raises funds for the smaller projects, while the rest indicated that the government should provide the bulk of the funding. On the issue of

whether or not the staff at the academy should be employed directly by the government, and if so why, the respondents from one of the academies all said yes, so that employees would get all the benefits of being employed by the Department of Social Development, while at the other academy five said the staff should be employed by the government to improve professionalism and discipline and two said, *'they should be employed by the NPO board so that we have control over who gets employed in our community'*.

When responding to the issue of if the government employs the staff directly, what would be the role of the board, three respondents from one academy said the NPO board would perform an oversight role on behalf of the community, while another respondent said the NPO board would focus on fundraising for minor activities, one said the government should employ staff directly, one did not seem to understand the question and two were unsure. At the other academy all said the role of the NPO board would be to observe and monitor the proceedings on behalf of the community.

With regard to the envisaged role of the various stakeholders in the academies, Table 5.3 illustrates the responses that emanated from the focus groups.

Table 5.3: Envisaged role of various stakeholders

Name of Stakeholder	Envisaged Role
Department of Social Development	<p>Academy One: All said to provide funding for the academy and to provide social services such as social workers and all other channels that will assist to address social ills for students at the academy as well as employees.</p> <p>Academy Two: Respondents said it will be to have oversight over the NPO and said it will be to provide funding.</p>
Other government departments	<p>Academy One: They all singled out the Departments of Health to provide healthcare, Education to provide education and Defence for physical training.</p> <p>Academy Two: Department of Health for healthcare provision, and Department of Economic Development to provide small business support to students.</p>
NPO Board/Committee	<p>Academy One: They did not seem to have understood the question or their role, because they said NPOs to render cleaning, catering and other related services to ensure the academy runs efficiently.</p> <p>Academy Two: Departments of Health for health related services and Economic Development for business support issues, while others were not sure.</p>
Staff at the Academies	<p>Academy One: To participate in their full capacity as employees and ensure that all resources at the academy are safe and render services.</p> <p>Academy Two: Perform tasks as per job descriptions; keep the academy operational.</p>
Social Cooperatives	<p>Academy One: To assist with social services in the community and at the academy, for example social grants, school bursaries, learnerships as well as employment opportunities.</p> <p>Academy Two: Provide services.</p>
Local Councillors	<p>Both Academies: They said the role is to objectively listen to all grievances expressed by the community as well as the academy and intervene. Also to mediate in all events of conflict.</p>

A causal loop diagram (CLD) can be used to illustrate that the drive for increased funding, or at least maintaining current levels of funding, means that NPOs become more focused on delivering concrete new successes or maintaining the current successes. What can be noted is that there are no financial rewards for an NPO whose projects have long-term positive social outcomes, as they are measured on short-term concrete outcomes. In the youth development sector, the NPOs respond to this demand by delivering and reporting on successes in terms of the numbers of young people or increased (new) numbers of young people accessing skills development programmes. As long as funding remains a strong driver within the youth development sector and there is little focus on sustained outcomes, a reinforcing causal loop diagram can be used as an accurate reflection of these dynamics.

However, the analysis indicates that there are other important influences on NPO funding dynamics that are not reflected in the DSD Annual Performance Plan but are an inherent part of the SLA that NPOs in the youth development academies enter into with the Department of Social Development. These funding dynamics include whether or not the NPO maintains adequate financial management controls and if funds are utilized for the intended purposes. If these preconditions are in existence, and if during the monitoring and evaluation process by DSD these are found to be adequate, the funding continues without problems and in a reinforcing causal loop it can be reflected as positive. However, if there are weaknesses in the financial management systems of an NPO, this can reflect negatively on the NPO, thus affecting its reputation. This would have a ripple effect on its ability to remain a viable entity and receive funding, thus affecting its ability to pay salaries and service providers, thus affecting staff morale and that could eventually lead to the demise of the NPO or its removal from the youth development academy as an implementing agent. These funding dynamics are not reflected explicitly but have a direct bearing on the future viability of an NPO. As noted previously, NPOs are concerned with finding funding sources that are less tied to specific outcomes.

Despite the fact that NPOs usually receive no financial reward or additional funding for creating long-term, positive social outcomes such as job creation, it is feasible that there are other rewards that would drive this behaviour. Intrinsic rewards for staff, when they

see over a period of time that they have made a positive difference in the community through the continued existence of the youth development academy, creates organisational payoffs in terms of morale, agency loyalty, reputation and legitimacy of the NPO. Extrinsic rewards, such as agency reputation and the willingness of other stakeholders to collaborate with them, could also be seen as a reward for sustainable outcomes.

5.3.3 Social Cooperative Members

5.3.3.1 *Biographical details of the social cooperative members – Academy 1*

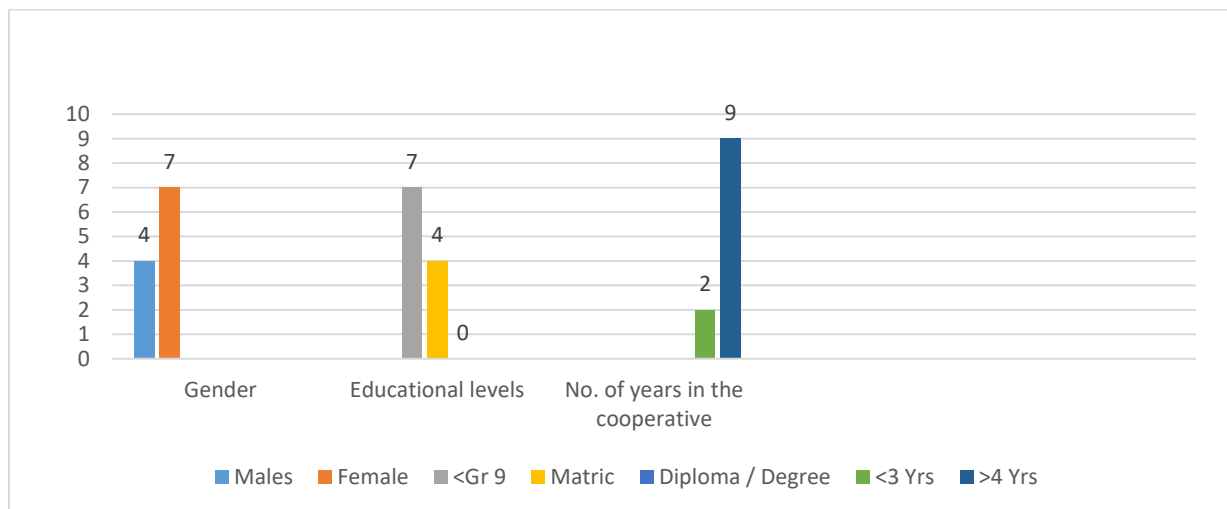


Figure 5.7: Gender, educational levels and number of years in the cooperative

Biographical details of the cooperative members – Academy 2

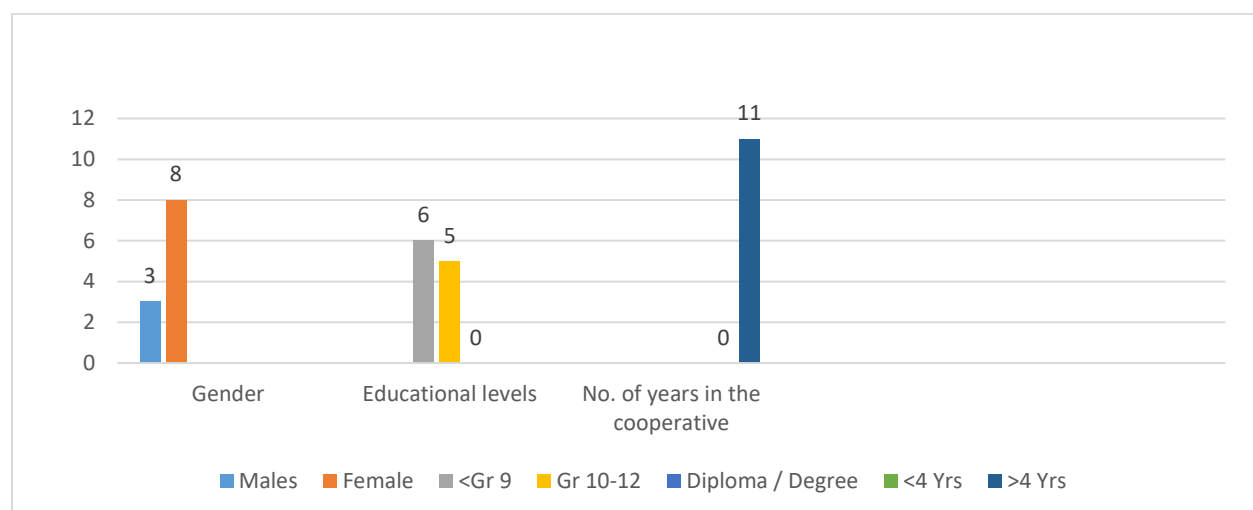


Figure 5.8: Gender, educational levels and number of years in the cooperative

The social cooperatives are involved in catering, cleaning, poultry husbandry and vegetable farming, baking and tailoring. In both academies, as reflected on Figures 5.7 and 5.8, the majority of the participants are female at 75% and 78% respectively, while males constitute 25% and 22% respectively. This is consistent with the findings gleaned from recent research (ILO, 2015; Maleko, 2015), which indicated a steady rise of female participation in cooperatives. According to the ILO (2015) survey, this highlights the unique effectiveness of the cooperative model in providing women with a dignified way out of poverty, often away from abuse and violence. In the same survey, a two thirds majority felt that the cooperative environment offered a comfortable space for women to express themselves and that the cooperative environment offered women opportunities to participate in the governance and management of their own business affairs. The Food and Agriculture Organization's (1996) findings on gender dimensions of participation in cooperatives indicated low female participation in cooperatives owing to gender stereotypes and socio-cultural practices, mostly in countries in the southern hemisphere. This appears to have changed dramatically in the ensuing years, as reflected in the ILO (2015) and Maleko (2015) studies.

The number of years that the members have spent in the same cooperative ranges from one month to 11 years. Their educational levels seem to be at a functional level, as they

range between grades 7 and 12. This is consistent with the observations regarding the educational levels in rural areas and socio-economic and cultural dimensions (Aitchison, Harley & Land, 1996; Mkhize, 2017).

5.3.3.2 Age, race, ethnic group, language and location of cooperative members – Academy 1

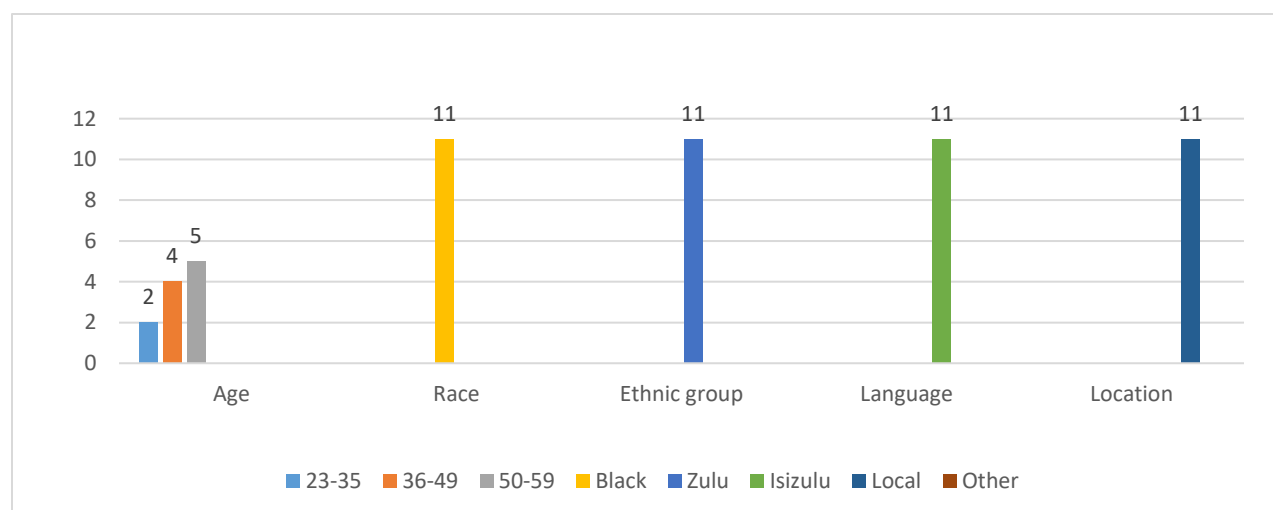


Figure 5.9: Age, race, ethnic group, language and location

Age, race, ethnic group, language and location of cooperative members – Academy 2

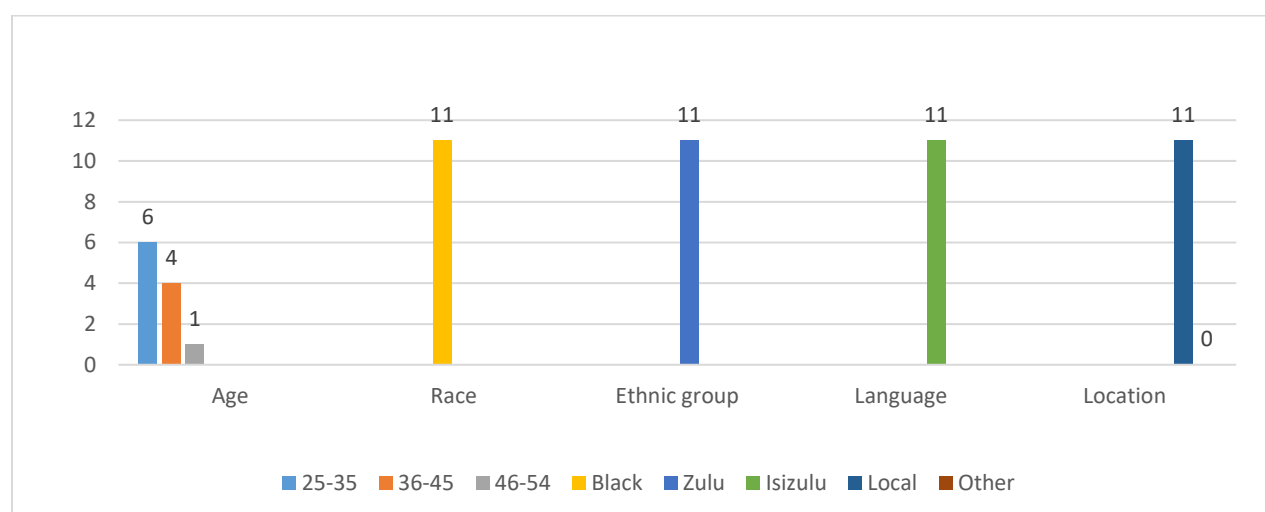


Figure 5.10: Age, race, ethnic group, language and location

In Figures 5.9 and 5.10 the data depicts the demographic composition of the members of the social cooperatives operating in the two youth development academies. Again, consistent with the data on the board members, the composition of the cooperatives in terms of race, ethnic group, language and location is homogenous. This implies that the members of the cooperatives are local people from the communities surrounding the academies. None of them reside in an urban area and they work at the cooperatives because of their location. They all indicated that they were from the local municipality where the academies are located.

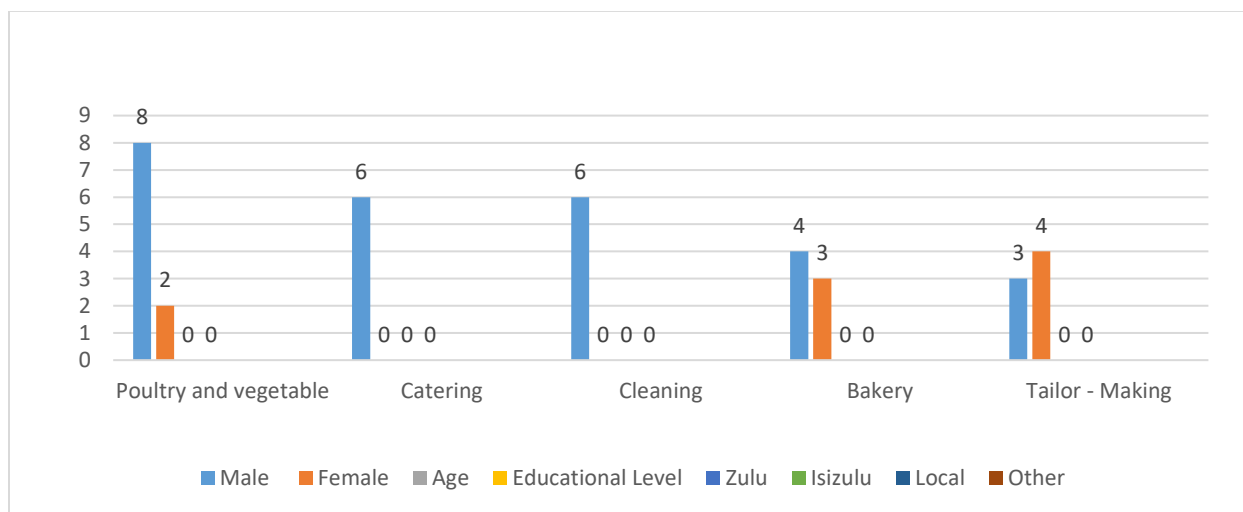


Figure 5.11: Cooperative type, gender, age and educational levels

In Figure 5.11 the age difference among the members of the cooperatives is remarkably wide. In the poultry and vegetable gardening cooperatives the age gap or difference has a wider range of 30 – 55, while the narrowest is in tailoring at 23 – 30. It is worth noting that the youngest cohort is that of tailoring and it also has the highest level of education at grade 12. The oldest cohort is that of cleaning at 35 – 59 years of age whose educational levels are the lowest at between grades 5 to 7. The majority of the participants are female, except in tailoring where there is a majority of females against one male.

With regard to the issues of the current roles of the NPO board in the governance of the youth development academies, the participants responded by saying that the NPO board

should focus on addressing issues concerning the academies, such as guarding the site and ensuring that all operations in the academies run effortlessly and smoothly.

One participant mentioned that the NPO board, *'should assist the co-operatives with addressing all challenges and problems they might be confronted with at the academy'*,

Another added that, *'the board should responsible for regularly holding meetings with the academy, the co-operatives involved to inform them about issues they might need clarity on so that everybody knows what is going on'*.

The discussions went on to deal with whether or not the management and leadership arrangements currently in place at the academies should continue without change.

All the participants in both academies felt that the current arrangement should not change, as the NPO board is a major factor in leading the academies. However, in one academy there was a strong feeling that there should be at least one person on the board who is from the local community as a representative. All participants also felt that there should be at least one representative from each co-operative at the board meetings to represent their co-operatives.

A number of participants did not display any knowledge about the way in which the current management policies are developed and who was responsible for the implementation of the management policies, while others claimed that they have no knowledge of policies. This was an indication of the lack of engagement by the NPO board and the management of the academies with a key stakeholder in the academies

On whether or not the cooperatives in the academies are receiving enough support from the government departments and NPO boards, a number of participants suggested that the Department of Social Development should assist with funding to ensure that the basic necessities of all co-operatives were taken care of by paying the members a salary.

A participant in one of the focus groups responded by saying that, *'government departments should assist with funding, the NPO board with supervision and the youth*

academy management can assist with helping co-operatives pay our salaries’. In the second focus group, even though no-one raised it openly, there seemed to be an inclination towards the same sentiment. This suggested that the members of the cooperatives resoundingly supported a system where someone or some authority would pay them standard salaries, and this came from both focus groups involving the cooperatives.

Participants also overwhelmingly responded by saying that should the government discontinue funding the NPOs, the co-operatives would find it difficult to continue operating.

With regard to what the roles of the various stakeholders involved in the affairs of the academy should be, the participants’ responses can be categorized as described below.

The Department of Social Development

The participants felt that the DSD should galvanized other government departments to provide more support and funding to co-operatives.

Other government departments

The participants expressed the desire for other government departments to assist them with funding, skills development and mentoring. They felt that this could assist in improving their productivity and competitiveness and thus their sustainability.

The NPO Boards

The participants felt that all co-operatives should be treated with fairness and that there should be better transparency. When probed about what this means, the participants raised issues of not being treated fairly regarding prices for their services, the funding paid to the NPO boards, lack of transparency and consultations by the NPO boards and management.

Management Staff at the Academies

There was a general feeling that emerged during the discussions that the management and staff at the academies were not doing their work diligently and that their actions were not contributing positively to the well-being of the academies. One comment that stood out was, *'the staff at the academy should do work efficiently and not expect to be micro managed by the Department and to positively support the academy'*.

On the role of the Social Cooperatives themselves in the academies

The responses can be summarized in the sense that the cooperatives should find and maintain sustainable methods to keep them in existence. There was a great sense of appreciation for the existence of the social cooperatives and participation in them. The discussion also gave the researcher a sense of social responsibility from the majority of the participants who constantly made reference to, *'assisting needy members of the community'*. The researcher got the feeling that the members of the social cooperatives felt a social need to also contribute to the well-being of less fortunate members of the community.

This feeling was corroborated by a statement made by a participant, who said, *'the local ward councillors should also provide cooperatives lists of needy families so they can assist accordingly'*. When the researcher asked various members of the two focus groups if this was how they generally feel, this was confirmed with an overwhelmingly positive response.

They added that the local traditional leadership needed to form a network with the academy and cooperatives for productivity and sustainability. In one of the focus groups the participants added that the local traditional leadership ensure that there is an equal intake of participants from the local community as well as from other districts.

Following hereunder is the presentation of the second form of primary, qualitative data collection. This was gathered through a series of semi-structured interviews conducted with the two traditional leaders, the two local ward councillors and the youth development

academies' centre managers. The set of questions used in the semi-structured interviews were largely based on the themes that emerged during the first primary qualitative data collection, namely the focus groups.

The first set of semi-structured interviews were conducted with the traditional leaders of the communities in the areas in which the youth development academies are located. The concept of 'traditional leaders' in the context of this study was driven by the South African context in which traditional leadership is constructed and the legislative instruments that give effect to the definition and existence of traditional leadership. Traditional leadership in South Africa is given definition and prominence by Chapter 11, Section 211 of the Constitution of South Africa (1996), which defines and recognizes the status and role of traditional leadership in a constitutional democracy and the Traditional Leadership and Governance Framework Act (2003). In the province of KwaZulu-Natal, the institution of traditional leadership is given additional legal status through the KwaZulu-Natal Traditional Leadership and Governance Act (2005). So, traditional leadership in this context is not a form of leadership as would normally be the case when defining leadership in general, but is what in other countries would be defined as tribal leadership.

5.3.4 Traditional leaders and local ward councillors

The KwaZulu-Natal Traditional Leadership and Governance Act (2005) provides for the establishment of traditional authorities in rural areas where there is a history and existence of communities bound together by a common lineage to an identified traditional leader. A traditional council is established in that community and a traditional leader or *inkosi* is installed in that community. The traditional leader comes from a lineage of historically traditional leadership from that community to which he has been allocated. As indicated earlier in the study, the traditional authorities are answerable to the King of the Zulu people, or *Isilo* or *Ingonyama* and the land under the traditional leadership jurisdiction falls under the *Ingonyama* Trust (Mbokazi, 2015). The two traditional leaders come from the Tembe and Shange traditional authorities. Alongside this is the local government system in South Africa, which has a legislative framework. The Municipal Demarcation Act (1998) and the Municipal Systems Act (2000) stipulate that for each municipal ward there should be a ward councillor. The areas of jurisdiction of traditional

leadership usually straddle or overlap municipal ward boundaries, as the traditional community demarcations and municipal boundary demarcations are not always aligned to each other. The two ward councillors who took part in this study represent Ward 16 of the uMhlabuyalingana Local Municipality and Ward 4 of uMlalazi Local Municipality respectively (KZN Provincial Gazette, 2016).

As they are situated in rural areas, the youth development academies find themselves in both traditional authority controlled areas as well as within a particular municipal ward under a local councillor. For qualitative data collection, semi-structured interviews were conducted with both the traditional leaders and ward councillors in the respective areas and wards where the youth development academies are located.

The data was organized according to the themes that emerged during the focus group discussions. In addition, the data was organized to respond to the research questions that seek to examine 'the current management systems, practices and procedures at the youth development academies' and 'what are the challenges with the current arrangements?

To protect the identity of the two traditional leaders concerned with the study, the researcher opted to refer to them as either Traditional Leader A or Traditional Leader B. This also serves the purpose of not openly identifying the youth development academy in question. The same applies to the two ward councillors. In order to protect their identity and the youth development academy in question, they will only be referred to as Councillor A and Councillor B.

Both the Traditional Leaders A and B are black, Zulu-speaking males. Councillor A and Councillor B reflect the same demographic profile as that of the traditional leaders. Both traditional leaders were reluctant to reveal their personal details to the researcher during the semi-structured interviews and as an ethical consideration as well as a sign of respect to the traditional leaders and elders, this was acknowledged in the study.

Table 5.4 is the presentation of the data collected from the traditional leaders.

Table 5.4: Presentation of data collected from traditional leaders

What is the current practice?	What are the challenges with the current practice?	What are the suggested improvements?
<p>Governance: Both Traditional Leaders A and B indicated that the NPO board is responsible for governance, assisted by the Department of Social Development.</p>	<p>Traditional Leader A felt the current NPO board should be changed because it is not representing local community interests, only political interests. Traditional Leader B said the academy is not moving forward.</p>	<p>Traditional Leader A said a new NPO board representing the interests of the local community should be elected. Traditional Leader B said the NPO board should be more professional with a set of skills to move the academy forward or maybe the DSD should take over with the NPO board as a consultative structure.</p>
<p>Management of Cooperatives: Traditional Leader A said the cooperatives are contracted to deliver services to the academy. Traditional Leader B said the cooperatives provide a service to the academy and also provide jobs and skills for local people.</p>	<p>Traditional Leader A said there are no challenges except the lack of opportunities in the area beside what is available at the academy. Traditional Leader B said that due to a lack of other economic opportunities in the area, other community members are unable to get a chance at the academy.</p>	<p>Traditional Leader A said that because of the lack of other opportunities in the area, the cooperatives should be allowed to continue. Traditional Leader B said the current cooperatives should be capitalized and skilled to stand on their own.</p>

What is the current practice?	What are the challenges with the current practice?	What are the suggested improvements?
<p>Stakeholder Management:</p> <p>Who are other stakeholders and what role do they play? Traditional Leader A said that the Inkosi/Chief and ward councillor are the key stakeholders. Traditional Leader B said the key stakeholders were traditional leadership, councillors, business, municipality and government.</p> <p>What role do Traditional Leaders Play Currently? Traditional Leader A said they play a minor role but they are representing their community. Traditional Leader B said they play a consultative role and sometimes assist where help is needed.</p>	<p>Traditional Leader A said the main challenge was the NPO board that is illegitimate. Traditional Leader B said that the lack of wide stakeholder involvement was a challenge. On the challenges with the situation at the moment, both Traditional Leaders A and B said there are currently challenges with the DSD, while Traditional Leader A felt that the overhaul of the current NPO board and the election of new members would address a number of issues.</p>	<p>Traditional Leader A said that the House of Traditional Leaders and Traditional Council provide guidelines on stakeholder representation and this should be upheld. Traditional Leader B said more stakeholders should be involved for the advancement of the academies' vision.</p> <p>Both Traditional Leaders A and B felt that as long as the role of traditional leadership is respected and given space, all is well. Traditional Leader B felt they could help by mobilizing other stakeholders to become more involved.</p>
<p>Monitoring and evaluation: Traditional Leader A said they keep an eye on matters that affect the community. Traditional Leader B said they have an oversight role on behalf of the community.</p>	<p>Both Traditional Leaders A and B felt the current system was fine with them.</p>	<p>Both Traditional Leaders A and B felt that the six monthly feedback sessions during graduation ceremonies provided them with sufficient progress reports on the academies.</p>

Table 5.4 presents the results from the semi-structured interviews that were conducted with the two traditional leaders under whose jurisdiction the two academies are located. In some instances, the two traditional leaders provide diametrically opposing views on particular subjects, while on others they are in consensus. This could be attributed to

them coming from different areas. The two traditional leaders were consulted when the youth development academy was conceptualized and they made valuable inputs (Nkosi, Personal Interview, 13 June, 2018 & Nkunjane, Personal Interview, 13 June, 2018). Given the fact that the land on which the two academies are built is in traditional areas falling under the jurisdiction of an Inkosi or traditional leader, means it is part of the Ingonyama Trust Land (Mbokazi, 2015). In the case of the eSicabazini Youth Development Academy, which was the first of the two academies, additional land to build extra classrooms, space for poultry, arts and crafts buildings as well as the new premises for the early childhood development centre was requested from the local Tembe Traditional Leader who asked the Traditional Council Resolution to provide the land. According to Nkunjane (Personal Interview, 13 June, 2018), this was duly granted and the local Induna, or headman, was dispatched to allocate the additional land. In the case of the Vuma Youth Development Academy, no additional land was sought as the allotted land was sufficient for the youth academy's current needs (Nkosi, Personal Interview, 13 June, 2018).

As was the case with the two traditional leaders, the two ward councillors were reluctant to divulge their biographical details during the semi-structured interviews. As part of the ethical considerations during the research process, this view was respected and was disclosed as such in the study.

The data was organized according to themes that emerged during the semi-structured interview sessions. In addition, the data was organized to respond to the research questions that sought to examine 'the current management systems, practices and procedures at the youth development academies' and 'what are the challenges with the current arrangements?'

Table 5.5: Presentation of data collected from ward councillors

What is the current practice?	What are the challenges with the current practice?	What are the suggested improvements?
<p>Governance: Councillor A said that the centre manager is responsible for governance. Councillor B agreed with this view.</p>	<p>Councillor A said that the NPO board is not doing a good job. The community does not have a say. Councillor B said he was happy with the board but felt they needed more skills.</p>	<p>Councillor A said that the DSD should manage the academies and the community should have a say in the employment of staff and the management of finances. Students should only be from the local community. Councillor B said the DSD should take over the management of the academy.</p>
<p>Management of Cooperatives: The cooperatives have an agreement with the academy to provide services, according to Councillor A. According to Councillor B, the cooperatives were not tied to contracts and were doing what they liked.</p>	<p>Councillor A said the same cooperatives have been providing services since inception. Need to give other community members a chance. Councillor B felt that if cooperatives were removed from the academy they would cease to exist.</p>	<p>Councillor A felt there should be a rotation of cooperatives serving the academy. Councillor B expressed the feeling that more catalytic economic activities by other government departments can have a positive contribution to economic growth in the community, thus allowing more participation by other members of the community.</p>

What is the current practice?	What are the challenges with the current practice?	What are the suggested improvements?
<p>Stakeholder Management:</p> <p>Who are the other stakeholders and what role do they play?</p> <p>Councillor A felt that the critical stakeholders are the <i>Inkosi</i>/Chief, the councillors and the community and they play little or no role. Councillor B also felt that the <i>Inkosi</i>/Chief, the councillors and the community were the key stakeholders.</p>	<p>Councillor A felt the <i>Inkosi</i>/Chief and councillors were not properly consulted on the matters of the academy.</p> <p>Councillor B was happy with the consultation process and the role that the local leadership was playing in the academy, but suggested a more engaging than informing relationship.</p>	<p>Councillor A said the <i>Inkosi</i>/Chief and the councillors should be the eyes, ears and voice of the community. There should be consultation with the community on the affairs of the academy. Councillor B felt that the level of consultation with local leadership could be improved and suggested a more engaging than informing relationship.</p>
<p>What role do ward councillors currently perform?</p> <p>Councillor A said that they have little or no role.</p> <p>Councillor B said that the councillor has a minimal role.</p>	<p>Both Councillors A and B expressed their dissatisfaction with the minimal role that they played and blamed this on the NPO boards and management of the academies.</p>	<p>Both Councillors A and B said they would like a more active role to represent the interests of the local community.</p>
<p>Monitoring and evaluation: According to Councillor A, this is done by the DSD and Councillor B agreed.</p>	<p>Councillor A said he was not aware of challenges with this. Councillor B said the challenge with this arrangement was that they, as local leaders, never get feedback.</p>	<p>Councillor A said that the DSD should continue with the monitoring of the academy. Councillor B suggested that feedback to local leadership would be appreciated.</p>

Table 5.5 represents the responses from the two ward councillors responsible for the municipal wards in which the academies are located. From the data collected during the semi-structured interviews the researcher noted that as much as both academies are located in the rural wards of their respective municipalities, the responses of the two councillors were divergent. It is not entirely clear why their views are so divergent. The researcher ascribes it to the fact that one academy began as a pilot and as a result there were numerous consultations with local stakeholders during the formative stages of the academy. Being the test case allowed for a more pedantic process of consultations, testing models and feedback. This was corroborated by the traditional leader where one of the academies is located, as he seemed more aware of the issues surrounding the academy. With regard to what could be the cause of the local leadership, including the traditional leader and the ward councillor not being fully aware of the issues surrounding the academy in their locality, this could be attributed to the speed with which the second academy was set up and made ready to commence with activities as a result of the need to deliver a fully functioning facility to the local community in a limited time frame (Shange's Personal Interview, 18 May 2018).

5.3.5 Youth Development Academy Centre Managers

The youth development academies are managed by centre managers who are appointed by the NPO boards. They are recruited through an open and competitive process to attract the right candidates for the position. The advertisement for all positions is done through various platforms for wider coverage to reach as many people as possible (Youth Development Academy Report, 2015). The advertisements are placed on noticeboards at the local community service centres, which provide a 'single-window' of government services to the communities' traditional council offices, local DSD offices and through the local media (Mavuso, 2018; COGTA, 2018).

5.3.5.1 *Biographical details of Centre Managers*

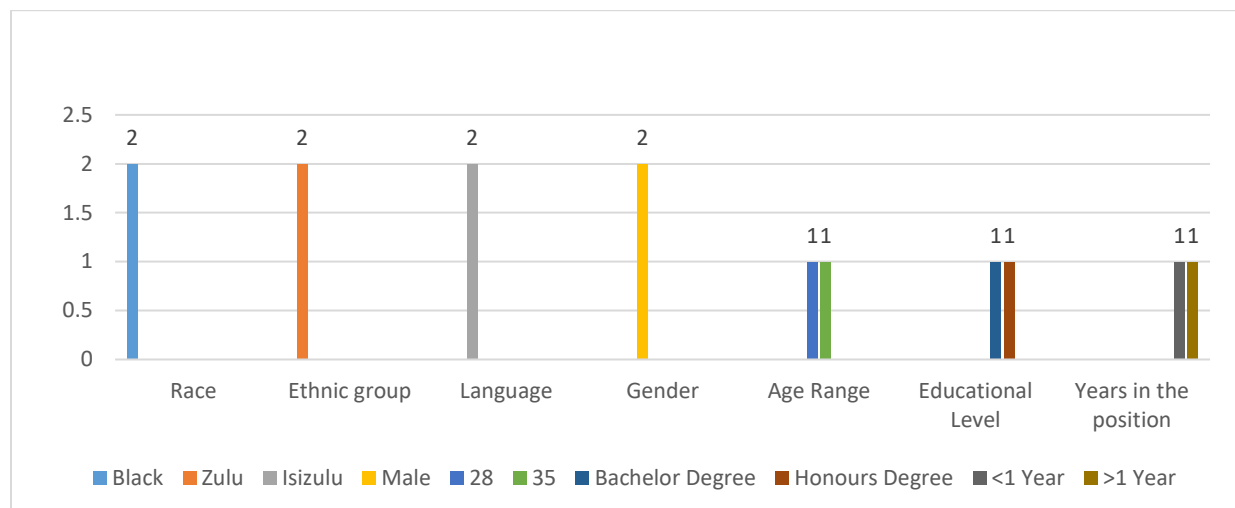


Figure 5.12: Biographical details of Centre Managers

The two centre managers of the two youth development academies is homogeneous, as reflected by the data in Figure 5.12. The two managers are both black African males, their home language is IsiZulu and they belong to the same ethnic group, which is the Zulus who are dominant in the province of KwaZulu-Natal where the two youth development academies are located. Their age range shows that they are fairly young, being between the ages of 28 and 35. They can be classified as youths in terms of the definition of youth in South Africa (National Youth Commission Act, 1996), which categorizes the youth as young people between the ages of 14 and 35. In terms of education levels, the two centre managers have degrees at first and post-graduate levels. However, their managerial experience is lacking.

5.3.5.2 *Presentation of data from Centre Managers*

The data was organized according to themes that emerged during the focus group discussions. The data is also organized to respond to the research questions that examined ‘the current management systems, practices and procedures at the youth development academies’ and ‘what are the challenges with the current arrangements?’

The two centre managers requested a level of anonymity and as such their location and the youth development academies that they managed are not revealed. The researcher has used **Centre Manager A** and **Centre Manager B** as distinguishing descriptors.

The governance arrangements at the youth development academies

Centre Manager A felt that there is a substantial amount of contestation over the control of the youth development academy and that affects the effective functioning thereof. He said, *'there are two centres of power between the Department of Social Development and the Board Members of the NPO, which make it difficult for academy to run smoothly as there are different orders at all times'*.

He felt that the board members are not serving the interests of young people at the academy, as, *'they are too old to understand youth development'*.

He felt that the NPO board was ineffectual, as they were unable to formulate policies to govern the academies and that in most cases the academies relied on support from the Department of Social Development.

In one of the youth development academies the centre manager felt that the local traditional leadership was not playing a constructive role in the academy. He said, *'the local traditional leadership seems to have ulterior interests in the academy and always puts staff under pressure and is always questioning everything happening in the academy'*. He added that, *'stakeholders such as local traditional leadership must not intervene with the day-to-day academy operations'*. This sentiment did not appear to be the case with the academy, as there was no reference made regarding interference of the local traditional leadership in the day-to-day affairs of the academy.

Centre Manager B felt the roles between the NPO board and the centre manager were not properly clarified and as a result there was an overlap of roles leading to conflicts of interests. This was also expressed by Centre Manager A, who felt that the NPO board was heavily conflicted in that they interfered with the day-to-day running of the affairs of the academy. Both centre managers felt that there must be clear documented roles for

the board members of the academy. During the interviews it became clear that the failure by both NPO boards to perform an oversight role through effective policies hampered the efficient functioning of the youth development academies. One of the centre managers said, *'if the NPO board understood their role they would focus on the policies and use these as an oversight instrument'*.

Centre Manager B responded by saying, *'educational levels have a role to play as well in this challenges because the youth development academies are a complex programme whose primary objective is the education and training of young people and so if the governance structure entrusted with overseeing the development of young people is lacking appropriate understanding of education, training and leading educational institutions then we have a serious problem'*. Centre Manager B said, *'the lack of adequate capacity from the NPO board to understand critical principles of management in such a huge and complex entity was not helping grow the academy'*.

Both **Centre Managers A and B** felt that there must be operational policies for the youth development academies to make it easy to implement what is expected from the academies, as they would be guided by such policies and guidelines. They also felt that the board members must be trained with regard to their roles and responsibilities and that young people must also be represented on the board, as the academy was all about developing young people.

With regard to what needs to be done to improve the governance situation at the academies, there was a feeling from both centre managers that the roles and responsibilities of the NPO board members should be revisited. It came out during both interviews that it would be ideal if the Department of Social Development played a more direct role in the running of the academies, rather than the NPO boards. When asked in what way the local community would be represented, both centre managers felt that an option would be for the community to be represented by a consultative structure or liaison body.

On the management of resources

During the interviews the two centre managers aggregated their responses on human resources, finance and assets into one category, that of management of resources. This is consistent with the common practices in the field of organizational studies, where organizations' resources normally include human, financial, physical, and information technology assets (Chan et al., 2004).

Centre Manager A said, *'there were no policies, no proper contract for the staff, no code of conduct, no proper job descriptions. Qualified staff don't last long in the academy as they always say they are under paid since instructors with grade 12 get more salaries than clerks with university qualifications'*.

He added that, *'there was is a lot of staff in the academy. Some posts in the administration section need to be eliminated as other staff does nothing and paid for that'*.

Centre Manager B said, *'there were no clear corporate services guidelines and policies. Signed staff contracts have serious gaps which makes it difficult even to facilitate the employee management and supervision. Salaries are processed through the normal EFT system without the proper payroll system in place. The academy should be assisted to draft proper staff contracts with a strict adherence to human resource policies. An effective and convenient payroll system should be introduced and more convenient way of going about the signing of requisitions. Without the proper system in place, there are challenges for the finance clerk and the manager to easily track and monitoring of the funds allocated to the academy. In order to do monthly financial reports, manual cashbook is created and manual payroll is done through excel which is not protected. The finances are managed by both the staff and the management committee. Proper financial management system should be introduced such as BAS to allow a smooth running and managerial of millions funding the academy'*.

He continued by saying that, *'the department should rope in the corporate services section for drafting of the academy operational policies that should be consulted with the*

staff after being endorsed by the relevant authorities, or maybe the department should just take over the running of the academy’.

Centre Manager A said, *‘there are no challenges in the academy as we spend according to our budget, however board members demand a lot on travel allowance and also demand the academy vehicles to transport them while they have claimed travel allowance’.*

The meeting of board members needs to be scheduled according to the budget allocated for them.

- Assets are not barcoded, which makes it difficult to manage them.
- There are so many lost assets, some of which did not even reach the academy after being bought.

Get assistance from the Department to draw up an asset register and assist with bar-coding the assets.

There is designated lockable storage space for some of the assets. The cooperatives operating in the academy tend to misuse some of the assets and fail to take responsibility.

There are no challenges with regard to security management as the academy has outsourced the security company. However, there was once a forced entry and computers were stolen.

Cameras need to be installed as a backup plan to assist with security, particularly during holidays. Strict assets management policies mandated by the Department of Social Development must be implemented as this could be remedial. Clarity on the ownership of assets within the academy stakeholders should be undertaken.

There is no adequate security personnel. The department provides guidance in the selection of the security services but there are concerns with the number of guards (2) allocated per shift. This causes a security threat for the residences/students residing in the academy. Additional security guards in future is advisable.

On contract management

The centre managers felt that there are no proper contracts between the academies and the external service providers, they also felt that going forward the contracts should be checked by the legal services unit of the Department.

They expressed the need for the legal services unit of the Department to be engaged to prepare legal employment contracts for the staff. This seems to support the viewpoint held by the MMS cohort, who said the management of the academies should be in the hands of the Department of Social Development.

One of the centre managers decried practices where lump sums of money were paid to service providers for services without service level agreements or contracts being in place.

One of the centre managers said, *'the legal services unit should be brought in closer for advices for every contract arrangement. There should be an exit strategy for each and every service provider to allow more other entities a bid chance as we encourage the radical economic transformation. All service providers should sign SLA/ contracts with the academy prior to being awarded with major assignments such as vocational skills programs'*.

On the management of cooperatives operating from the academies

Both centre managers' understanding was that the cooperatives are operating independently from the academy and that they are only providing services to the academy while the academies are playing a supportive role of providing them with a sustainable market and premises from which to operate.

They both felt that there needed to be close support and mentoring of the cooperatives by the academies so that they operate as commercial entities. This is an interesting observation, as both centre managers and the members of the social cooperatives agree that there is a need to support the cooperatives, but the cooperatives are expecting that

support to come from other government departments, whereas the centre managers feel the academies are better positioned to provide that support. The researcher had to revisit this response by the centre managers to gain more clarity. They said they felt the academies were better positioned to organize external support for the cooperatives and the academies would act as facilitators.

One of the centre managers highlighted the ‘founder syndrome’ as one of the main challenges facing the cooperatives. He explained this by referring to the members who founded the cooperative as being reluctant to consider new ideas and allow new members with innovation ideas.

Centre Manager A said, ‘proper consultations should be done with cooperatives to ensure that they are all clear with their relationship and the academy model so that both parties have lifelong mutual benefit from each other’. Centre Manager B said, *‘there should be service level agreements between the academies and the cooperatives and they should start paying for water, electricity and rent just like any commercial enterprise’*.

The management of the programmes offered at the academies

Centre Manager A felt that the local service offices, which are responsible for identifying the youth to attend the academies, were not complying with the recruitment guidelines by not submitting the required documents to the academy on time, such as the social work reports and the participants’ household profile forms. This point of view contradicts what was expressed earlier by the centre managers that there were no policies and guidelines for the academies. The researcher deduced that they meant policies and guidelines in relation to governance and associated roles of the NPO boards.

Centre Manager A continued and made reference to the aftercare program and said, *‘it is not happening well since academies cater for the whole province, districts do not keep record of students referred by them to the Academy and they do not make follow-up with them after they graduate’*. He suggested that, *‘Districts need to own the program of the academies, provide assistance to students and make sure that documents due from them are submitted to the Academy on time as requested by the academy’*.

The aftercare program is the Department of Social Development's program that is designed to provide psychosocial and other forms of support to members of the community who are the recipients of interventions from the Department. The aftercare program for the graduates of the academies entails providing them with support to re-integrate with their families after a six-month absence, as well as other forms of support, either to the graduate or the family (Nkosi, Personal Interview, 13 June, 2018)

Centre Manager B felt that the curriculum at the academy needed timeous improvement to respond to the ever-changing needs of young people. He felt that there was not enough capacity in the training team to perform some of the duties needed by the immediate clients of the academy. He said, *'the curriculum should be revisited more constantly to ensure its relevance and suitability and that qualified skills facilitators should be employed'*.

On Stakeholder management

Both **Centre Managers A and B** confirmed that there are no formal agreements in place, such as memoranda of understanding (MOU), with the stakeholders of the academies. They felt that MOU need to be developed between the academies and the stakeholders to define roles and responsibilities. They felt that a number of key stakeholders do not liaise directly with the academy in matters that pertain to the development of the institution but rather liaise with the Department of Social Development.

One of the centre managers said, *'the department should ensure that the academy is involved in the platforms and engagements related to the academy to create a common understanding between all the involved parties, e.g. securing of the training providers'*. When the researcher questioned this assertion, he realized that there are numerous local stakeholders with whom the academies deal directly without the involvement of the Department of Social Development. During the probing the researcher identified that the Department of Social Development dealt mainly with the stakeholders with whom there are strategic partnerships, such as the training providers, the SANDF, the SAPS and other government departments.

On the monitoring and evaluating the functioning of the academies

Centre Manager A said, *'there is no close monitoring of the academies from the Department except financial performance which is also periodic'*. The focus on technical compliance as driven by financial and non-financial performance can be attributed to this kind of monitoring, as indicated by Centre Manager A.

He felt more comprehensive tools for monitoring and evaluation needed to be developed to cover a wider area of key results for the academies.

Centre Manager B said, *'it is evident that the monitoring done somehow end up confusing the academy due to the contradictions coming from the district office and the head office as the two parties seem not to be working hand in hand in the facilitation of the monitoring activities'*. He added that, *'one center of coordination for monitoring should be identified to avoid contradictions and further lessen the part whereby two centres of power are both conducting monitoring and evaluation in different fashions intended to achieve one objective'*.

It would seem that the monitoring of the performance of the youth academies is fraught with weak systems, both from the Department of Social Development and the NPO boards charged with the implementation of the youth programmes at the academies. Upon further probing, the two centre managers indicated that the youth development academies did not have operational plans and that the staff did not have performance agreements, only employment contracts. Virtue (2013) highlights the serious effects that the lack of operational planning has on efficiency in the delivery of services. Moynihan (2010) wrote extensively on how governments should devote time and energy to developing performance management systems for staff in order to improve the delivery of services. These two writings are relevant in this case, where there is an absolute absence of an operational planning and performance management system. The researcher concludes that these two factors have an effect on the performance of the youth development academies.

5.3.6 Follow up on emerging themes from focus groups and interviews

Follow-ups were undertaken with regard to the emerging themes that were salient features during the focus groups and interviews. These were in the form of observations, event diaries and document analyses to gain further insights into the management processes at the academies. This followed an appreciative enquiry approach that investigated what was working in the youth development academies, what was not working and the reasons for both situations.

As indicated before, the mixed method approach was sequential and exploratory. According to Creswell (2013), the sequential approach in mixed methods application allows for triangulation, complementarity and the development of new insights and new approaches based on the initial qualitative data collection, which seeks to establish points of convergence, corroboration and cross-checking of results. This assists with explanation, improvement, illustration and further clarification of results.

5.3.7 Discussants' cultural orientations: Implications for management of youth development academies

Earlier sections of this study alluded to the observations made that the sample in the population was fairly homogenous. The homogeneity was informed, amongst other things, by the mother tongue or home language that the majority of the participants speak. The youth development academies in this study are located in the province of KwaZulu-Natal, which is dominated by isiZulu speaking nationals. The dominant language spoken by most of the participants in this rural community is isiZulu.

IsiZulu is one of the indigenous South African languages spoken by at least 11 million people in South Africa and understood by more than half of the South African population (Statistics South Africa, 2016). IsiZulu is one of South Africa's 11 official languages (Kamwendo, Hlongwa & Mkhize, 2014). This background is mentioned to contextualize the evidence that that was presented and to take into account that culture is understood and transferred through language, which serves as a means of expression of community and national identity (Mgqwashu, 2014).

Unexpected observations were made during the interview sessions and focus group discussions. The interviews with participants were conducted in isiZulu and later translated into English. During all the processes that culminated in this chapter, trends were visible that piqued the researcher's curiosity to further interrogate what appeared to be the participants' cultural signals. These signals also emerged as the analysis of the qualitative findings was developed.

In the context of this study, cultural signals (Lee and Kramer, 2013) refer to material traits, or sets of visible, understandable and observable human behaviour patterns (Wacquant, 2008) that are associated with shared beliefs that create an identity for a particular social group (Burkitt, 1999; Sifunda, 2015). These cultural signals are aligned with the culture of the Zulu nation and carry significant heritage that needs to be understood within the discourse of community development and youth development in particular. This study was conducted in a rural setting that is dominated by participants who predominantly share the same cultural heritage and idiosyncrasies. These cultural signals need to be explored and exploited to discover ways in which they could inform the management of youth academies. They are presented in this section to illuminate other matters for consideration and for understanding and advancing the research.

These cultural signals involved the according of a higher status to male figures, even in settings where both genders had an equal status owing to them being ordinary members of either NPO boards or social cooperatives. During focus group discussions male figures and their opinions were given higher status and were given first preference to talk, even in instances where the male participant was fairly young compared to the female participant. This was despite the fact that prior to the commencement of the focus group discussions it had been made clear that all opinions were valued, no opinion was better than another and that all had equal status. There was also the issue of eye contact, which was not direct when participants were asked direct questions and when they were providing responses. The male members of the NPO boards and social cooperatives who had higher positions in their respective organizations had an unsurprisingly higher status owing to their hierarchical levels and their status in the highly stratified society where roles and socio-economic status is determined by gendered stereotypes. The explanations for

this phenomenon and cultural signals can be found in the writings of Moyo et al., (2011), who aptly articulated the gendered view of male-female roles in unequal societies shaped by race, ethnicity and socio-economic status.

This was markedly different during the semi-structured interviews with the local traditional leaders and local ward councillors, who were all males in positions of power and authority. This apparent gender dominance in power relations can be traced back to the patriarchy found in many different cultures, but this is more prevalent in traditional African cultures (Merium et al., 2010; Balatan, 2013). The only discernible instance where female voices were accorded a higher status was when the input came from an older female figure. This can be attributed to a general cultural norm where the elderly, regardless of gender, are shown respect and are given a higher status in society, even more so in an African cultural setting (Moller, 2012).

These practices, which are deeply embedded in cultural nuances, have far-reaching implications for leadership, governance and management, more so in the youth development academies. The governance and leadership of the entities contracted by government to implement the youth academy model is the purview of NPOs whose boards are dominated by males and have deep cultural fissures that define the world view of their members. This underlines the way in which governance in general, and management in particular, is besieged by environmental complexities, and in this instance, cultural complexities. It therefore becomes critically important that the world view of society through the lens of culture is incorporated into the management discourse and that relegating this important element to the periphery is risky.

To counter this, Hazy (2018) identified three types of structural attractors, two of which the researcher agrees with to a certain degree. These two types are the physical structural attractors that seek to exploit translational symmetry to reduce spatial complexity. In this regard, the spatial complexity is characterized by the structural 'distance' between the government, which funds and owns the youth development academies and the NPOs, secondly by the contractual relationship through the service level agreements entered into to regulate the relationship and thirdly the spatial complexity, where the NPOs, as

implementing agents, are located hundreds of kilometres away from the Department of Social Development's Head Office, but are linked through 'a dotted line' to local and district offices of the department where operational decisions are managed. These attractors make physical action more efficient and predictable. Finally, Hazy postulated about the social structural attractors that exploit the symmetry within equivalence classes. Hazy holds that this will, in turn, reduce social complexity by sorting people into formal categories as a means to make social interactions and task coordination within the groups and outside the groups more understandable and predictable. With regard to both of these structural attractors the researcher would argue that this predictability can be temporal, as a level of uncertainty and non-linearity are characteristic traits of a complex system. A level of uncertainty and unpredictability will remain as key features of any complex system (Meek, 2010; Bodhanya, 2014), as complexity is essentially chaos, mess, disorder and uncertainty and cause and effect are therefore not on opposite ends of the continuum.

5.3.9 Conclusion

In this section qualitative data was collected from participants from a sample which was made up of the NPO Board members from both youth development academies, the MMS managers from the Department of Social Development who were based at the twelve district offices, the members of the social cooperatives, the two centre managers from the two academies, the two traditional leaders from the areas where the academies are located and the two local ward councillors from the uMhlabuyalingana and Umlalazi Local Municipalities where the academies operate. The qualitative data was collected through focus groups, semi-structured interviews and archival as well official records and this contributed to the identification of particular variables in the form of sub-themes, which formed the basis for construction of the CLDs as a qualitative diagramming tool to provide feedback. In Chapter 7 a more detailed depiction of CLDs will be provided.

While there were positives about how the academies were managed as shared by the participants in focus groups and interviews, this section of qualitative data analysis

provided evidence to support the findings by the Auditor-General, the Provincial Treasury and the Department of Social Development on the weaknesses in the management of the youth development academies.

These findings have implications for the future existence of the academies as the identified weak management controls have serious and far-reaching repercussions for the sustainability of the academies whose objectives were not achieved.

CHAPTER 6

QUANTITATIVE DATA PRESENTATION AND ANALYSIS

6.1 INTRODUCTION

This chapter is the second of the data presentation and analyses chapters. The first chapter was concerned with the presentation of the qualitative data and the analysis thereof. The rationale for the separation of the qualitative and quantitative data presentation and analyses was based mainly on the data management process and the sequential and explorative approach, as indicated earlier in the methodology section. The data management process is accordingly categorized into qualitative and quantitative data collection, presentation and analysis. This is supported by Creswell (2013), who proposes a sequential approach when using the mixed methods application, as this allows for triangulation of the data for complementarity.

The purpose of this chapter was to respond to the research questions stated below.

- What are the current management processes at the youth development academies? Also to partially respond to:
- Through the lens of a systems thinking approach, what would be a more sustainable management model for the youth development academies? The larger part of the latter question is answered in Chapter 7, where the findings of this study are presented.

6.2 THE PROCESS OF QUANTITATIVE DATA COLLECTION

Quantitative data collection was achieved through a set of survey questionnaires that were administered to fifty-five (55) individuals from a total population of ninety-eight (98). These elements of the sample were made up of three (3) senior managers and twelve (12) middle level managers from the Department of Social Development, chosen because of their direct role in the management of the youth academies. The middle level managers were also part of the focus group sample. The time lapse between the focus group sessions and the administration of the survey questionnaires was five months. They have

been included in this sample to establish if what they expressed during the focus groups had a correlation with their responses during the survey stage and for validation and triangulation purposes.

This sample also included thirty-two (32) staff members employed by the two NPOs that manage the youth development academies and a further eight (08) government officials from other government departments and other entities that have either a direct and indirect role in the delivery of programmes at the youth development academies. This sample represents 56.1% of the population of 98. The rate of responses was 52 out of 55, which represents 92.7% of the sample.

The Statistical Package for Social Sciences (SPSS) was used to determine the frequencies in the occurrence of each response provided by the respondents in the study. During the initial level of analysis statistical data was used descriptively to determine the relationship between the respondents' biographical details, where they worked, the rank or position they held at work; the number of years of experience and the specific questions in the survey. The next level involved inferential statistical analysis to establish inferences about the unit of analysis, which are the youth development academies, by way of comparing data from the entire population. As indicated earlier, the provincial government of KwaZulu-Natal has two youth development academies under the auspices of the Department of Social Development implemented through a partnership model between government and the NPOs.

The researcher was acutely aware that no scientific method is fool proof, and that every method is subject to one or another form of limitation. One of the main considerations for choosing any particular method for a scientific inquiry is its practicality for a given sample of participants, their circumstances and the time factor. This invariably involves some kind of trade-off with regard to the practicalities of either method or the extent to which it would substantively assist the study in reaching conclusions. It is for this reason that the mixed methods approach was used for triangulation to ensure that there was no overlapping of strengths and weaknesses of a single method.

6.3 KEY INFORMATION ABOUT RESPONDENTS

During the quantitative data collection process the respondents were senior managers and middle level managers from the Department of Social Development. The senior managers were responsible for policy development with regard to the youth development academies and the implementation thereof. One of the senior managers was based at the head office, while the other two were responsible for the districts in which the youth development academies were located. The middle level managers, as indicated above, were directly responsible for the implementation of youth development programmes in the twelve districts.

6.4 PROFILE OF THE RESPONDENTS

Below are the details of the respondents who participated in the quantitative data collection, which was gathered by means of questionnaires. The respondents were the senior managers, middle level managers and officials from other stakeholders who work either directly or indirectly with the youth development academies. There were also officials from other government departments, a government entity and two local municipalities in which the youth development academies were located.

6.4.1 Biographical details of senior managers

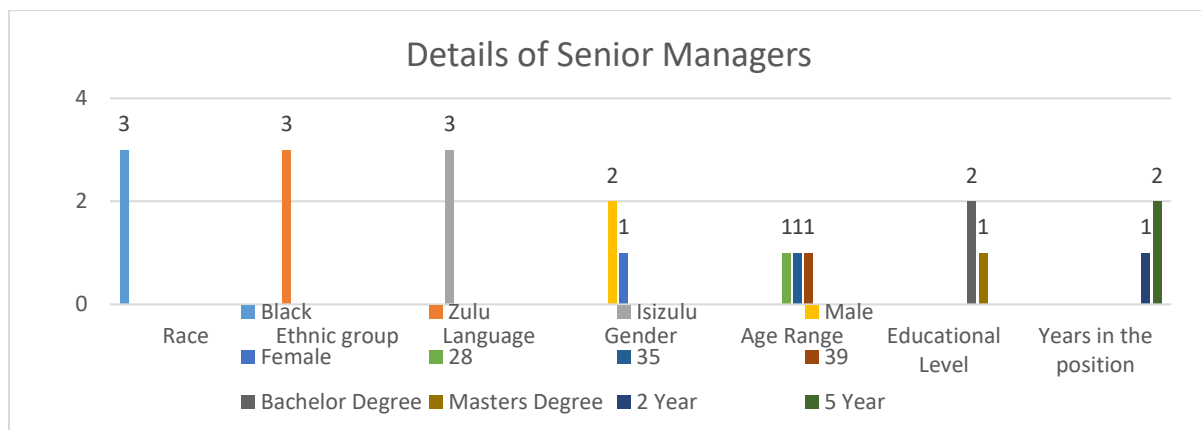


Figure 6.1: Biographical details of senior managers

Figure 6.1 is an illustration of the biographical details of the three senior managers who were part of the sample. The biographical details indicate that all the senior managers

were black and Zulu speaking, which provided them with an opportunity to understand the cultural practices of the various stakeholders who were from the same cultural group. It is worth noting that the senior managers were fairly young, with an age range of between 28 and 39. Of the three, two were males and one was female. In terms of educational levels, all the senior managers had a bachelor's degree and the highest qualification was a master's degree. What was striking was that the senior managers only had a few years of experience as managers.

6.4.2 Biographical details of the middle level managers

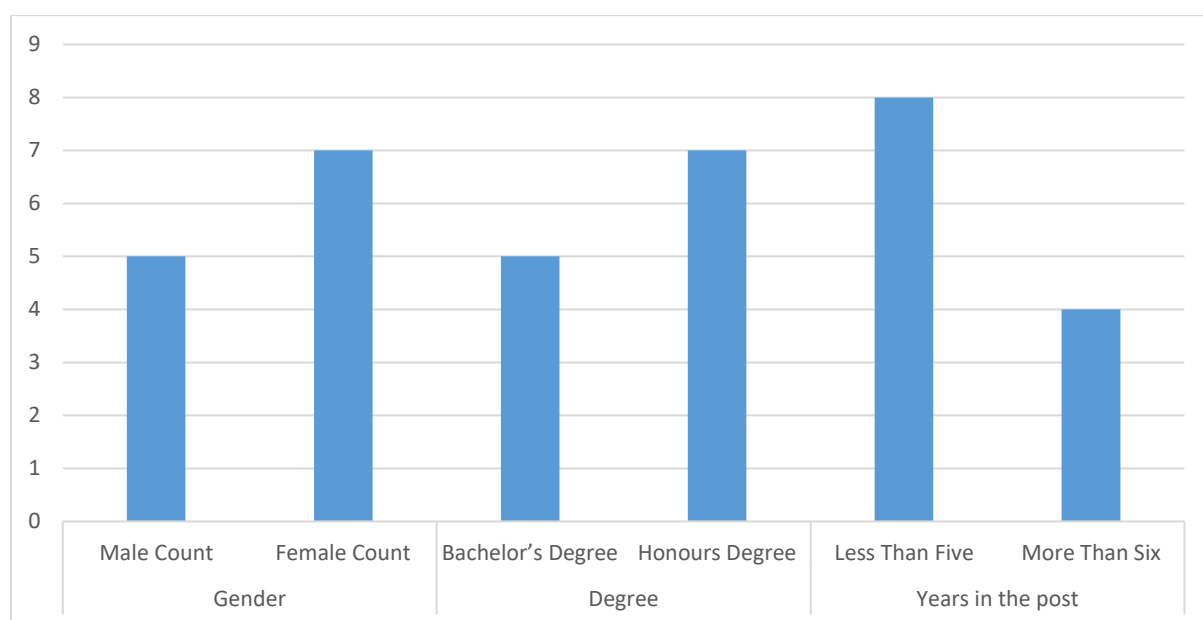


Figure 6.2: Gender, educational levels and number of years in the position

Figure 6.2 is an illustration of gender, educational levels and years of experience in the position as middle level managers. At this level of management there were more females than males. This could be attributed to the fact that the Department of Social Development has social work as the main profession that drives the work undertaken by the department. Historically and traditionally, the social work profession is dominated by women. MacPhail (2004) and Hicks (2015) provide a deeper insight into the structural make-up of the social work profession wherein they support the findings depicted in Figure 6.2 where there are more females than males in the profession. They describe social workers as predominantly female. In the figure above there are more females than

males at middle management level but at senior management level, there are more males than females.

6.4.3 Age, Race, Ethnic Group, Language and Location of Middle Level Managers

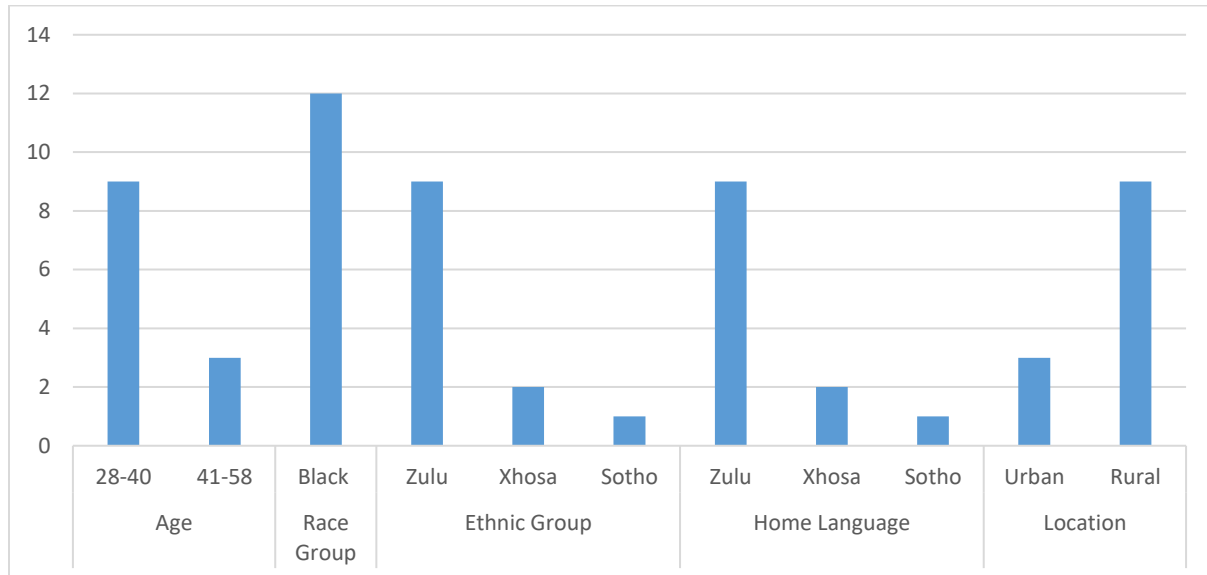


Figure 6.3: Age, race, ethnic group, language and location

The majority of middle managers are females at 60% and males at 40%. This could be attributed to the fact that approximately 80% of the personnel in the Department of Social Development is female. Perhaps this is due to social workers being predominantly female, as previously indicated.

Figure 6.3 highlights the general homogeneity in race and ethnic group make up, where the entire population and all the participants were black and the majority were isiZulu speakers and a sprinkling of isiXhosa speakers. The age group ranges between 28 and 58, indicating a wide gap among the group of middle managers which could have an effect on how they look at certain things. The location of the respondents was predominantly rural, consistent with the profile of the province with only 3 located in predominantly urban districts, namely Durban North, Durban South and uMgungundlovu. The rest of the districts were predominantly rural. The number of years in the service of the Department ranges from 4 – 14 years with most of the middle managers having spent between 3 and 6 years in their positions.

6.4.3 Key facts about stakeholders and their roles

The youth development academy conceptual framework places a strong emphasis on the roles to be performed by key stakeholders for the successful implementation of the model. A number of the stakeholders play a direct role in delivering specific programmes and services for the youth development academies. During the research process the stakeholders were identified and grouped according to the kind of service or role that they perform. The local municipalities and local NPOs in which the academies are located were managed as separate and individual entities for the purposes of gleaning peculiar local dynamics that could differ from one local area to the next. The arrangements with the government departments, including KZN Wildlife, are single points of contact where the responsible person will delegate the responsibility to the site or office closest to the individual academy.

Table 6.1 reflects the number of external stakeholders that the youth development academies deal with in delivering a number of the services. As indicated previously, the two youth development academies are located in different districts, different local municipalities and different towns. There is a set of key stakeholders with whom both academies work to achieve their objectives. These various stakeholders were identified, first centrally by the Department of Social Development as key delivery partners in the implementation of the youth development academy programme (DSD Report, 2015). These are mainly government departments or government entities, mainly the Department of Health (DoH), which conducts health screening of students upon arrival and continuously monitors identified cases of ill-health, emergency healthcare and drug testing, the South African Police Services (SAPS), which conducts criminal records checks for fugitives from justice and conducts raids for contraband in the academies, KwaZulu-Natal Wildlife (KZN Wildlife), which provides training pertaining to fauna and flora in the game reserves near the academies, as well as camping skills, the South African National Defence Force (SANDF), which provides drill training and the Department of Higher Education and Training (DHET), which, through their TVET colleges, provides vocational skills training to the students. There are memoranda of agreement between these various organizations for the delivery of programmes.

Each youth development academy has semi-autonomous authority to engage with other local stakeholders in pursuit of each academy's unique local needs, such as the municipality for on-the-job placements, local businesses, the local youth NGOs for social awareness programmes, traditional leadership for access to local communities and legitimacy.

6.4.4 Responses to the questionnaires sent to the different youth development academy stakeholders.

Table 6.1 reflects the number of external stakeholders that the youth development academies deal with in delivering some of the services. Questionnaires for KZN Wildlife, the Department of Health, the Department of Higher Education and Training, the Department of Sport and Recreation and the uMhlabuyalingana and uMlalazi Local Municipalities were administered via email. These entities responded promptly and their data was captured accordingly with the exception of the Department of Sport and Recreation, the contact person of which was at first on leave and upon return did not respond, even after several email and telephonic reminders. With regard to the South African National Defence Force (SANDF) and the South African Police Services (SAPS), there were no email addresses for the contact persons, only the landline numbers were provided. The questionnaire for the SANDF was administered telephonically, while the SAPS contact person promised to call back and never did. Upon follow-up several days later, the contact person was no longer available. The local NPOs could not be contacted due to the cellphone number provided being constantly on voicemail.

6.4.5 Frequency Tables

The frequency tables reflected below were generated from the application of the Statistical Package for Social Sciences (SPSS) software. The purpose of a frequency table is to present the number of appearances or occurrences of a particular value in a sample (Gravetter & Wallnau, 2016).

The sample for the quantitative data collection was 55 of 98 and there was a total of 52 valid responses, representing 92,7% of the entire population. A number of the respondents returned completed questionnaires without identifiers, which signified that

they wished to remain anonymous and their responses were recorded as ‘not specified’ in the biographical details. There were also 3 respondents in the sample who either did not return or did not complete the questionnaire, constituting 7,3% of the sample.

6.4.5.1 Entity or government department of the respondents

Table 6.1: Entity or government department of the respondents

		Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid	Vuma Youth Development Academy	15	28.8	28.8	28.8
	Sicabazini Youth Academy	16	30.8	30.8	59.6
	KZN Dept. of Social Development	15	28.8	28.8	88.5
	Umlalazi Municipality	1	1.9	1.9	90.4
	Umlabuyalingana Municipality	1	1.9	1.9	92.3
	South African National Defence Force	1	1.9	1.9	94.2
	KZN Wildlife	1	1.9	1.9	96.2
	Department of Higher Education and Training	1	1.9	1.9	98.1
	KZN Dept. of Health	1	1.9	1.9	100.0
	Total	52	100.0	100.0	

Table 6.1 depicts the government departments or entities represented by the respondents in the sample. The table indicates the number of staff members from the Vuma and Sicabazini Youth Development Academies, the Departments of Social Development, Health, Higher Education and Training, the Umlalazi and uMhlabuyalingana Local Municipalities, the South African National Defence Force and KwaZulu-Natal (KZN) Wildlife. A large percentage of the respondents were from the two youth development academies, 28,8% and 30,8% respectively, followed by the Department of Social Development at 15% and each of the other departments and entities at 1,9%. The reason for the higher representation of the academies and the Department of Social

Development in the sample is mainly due to the study being about the academies and they are owned by the Department of Social Development.

6.4.5.2 Gender distribution of respondents

Table 6.2: Gender distribution of respondents

		Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid	Male	27	51.9	51.9	51.9
	Female	18	34.6	34.6	86.5
	Did not specify	7	13.5	13.5	100.0
	Total	52	100.0	100.0	

The gender distribution of the respondents on Table 6.2 indicates males coming out at 51,9% and females at 34,6%. Those that did not specify their gender represent 13,5% of the sample. The reasons for not specifying gender can be ascribed to the desire for anonymity by some of the participants who returned their questionnaires without an identifier.

6.4.5.3 Race distribution of respondents

Table 6.3: Race distribution of respondents

		Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid	African/Black	52	100.0	100.0	100.0

All the respondents, as reflected in Table 6.3, were black Africans. This includes those that did not participate in the survey and those that wished to remain anonymous. This was confirmed with all the government departments, entities and the youth development academies during the follow-ups to clarify the race and gender of the population.

6.4.5.4 Home language distribution of respondents

Table 6.4: Home language distribution of respondents

		Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid	IsiZulu	50	96.2	96.2	96.2
	IsiXhosa	2	3.8	3.8	100.0
	Total	52	100.0	100.0	

Table 6.4 shows that IsiZulu language shows a dominance of 96,2% of the sample, followed by IsiXhosa at 3, 8% as the home languages of the respondents. This is to be expected in the province where the predominant language is IsiZulu, spoken by 7,9 million of 11 million people in the province (Statistics South Africa, 2016).

6.4.5.5 Highest educational qualifications of respondents

Table 6.5: Educational qualifications of respondents

		Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid	Grade 11	3	5.8	5.8	5.8
	Matric	13	25.0	25.0	30.8
	Post Matric Certificate	3	5.8	5.8	36.5
	National Diploma	8	15.4	15.4	51.9
	Undergraduate Degree	9	17.3	17.3	69.2
	Post Graduate Diploma	2	3.8	3.8	73.1
	Honours Degree	7	13.5	13.5	86.5
	Master's Degree	1	1.9	1.9	88.5
	Did not specify	6	11.5	11.5	100.0
	Total	52	100.0	100.0	

Table 6.5 indicates that the highest educational qualification of the respondents was a master's degree and the lowest was Grade 11. The majority of the participants had a

matric certificate at 25%, followed by those with undergraduate degrees at 17,3%, national diplomas at 15,4% and honours degrees at 13,5%. This reflects a fairly educated cohort of participants in the study, with all placed above the functional literacy threshold. This allowed independent responses to the questionnaires, which were mostly emailed to the participants. The assumption was that the respondents had access to computers and that they were computer literate.

6.4.5.6 Number of years in the government department or entity

Table 6.6: Number of years in the employ of government or entity

		Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid	0 - 1 year	2	3.8	3.8	3.8
	1 - 3 years	13	25.0	25.0	28.8
	3 - 5 years	15	28.8	28.8	57.7
	5 - 7 years	5	9.6	9.6	67.3
	7 - 9 years	1	1.9	1.9	69.2
	9 - 11 years	2	3.8	3.8	73.1
	11 years +	12	23.1	23.1	96.2
	Did not specify	1	1.9	1.9	98.1
	9.00	1	1.9	1.9	100.0
	Total	52	100.0	100.0	

Table 6.6 highlights the frequency on the distribution of years in the employ of government or entity which indicates that 15 respondents or 28,8% indicated 3-5 years of employment, 13 respondents or 25% indicated 1-3 years of employment and 12 respondents or 23% indicated 11 years or more in employment. The rest made up less than 9,6%.

6.4.5.7 *Geographical distribution and location of respondents' offices*

Table 6.7: Geographic distribution of location of respondents' offices

		Frequency	Percentage	Valid Percentage	Cumulative Percentage
Valid	King Cetshwayo District	19	36.5	36.5	36.5
	Umkhanyakude District	22	42.3	42.3	78.8
	EThekweni North	1	1.9	1.9	80.8
	Harry Gwala District	1	1.9	1.9	82.7
	Zululand District	1	1.9	1.9	84.6
	UMgungundlovu District	2	3.8	3.8	88.5
	ILembe District	1	1.9	1.9	90.4
	Amajuba District	1	1.9	1.9	92.3
	Ugu District	1	1.9	1.9	94.2
	Umzinyathi District	1	1.9	1.9	96.2
	Did not specify	2	3.8	3.8	100.0
	Total	52	100.0	100.0	

Table 6.7 indicates that the frequency distribution of the location of the respondents' offices is higher in the uMkhanyakude District at 42,3%, followed by the King Cetshwayo District at 36,5%. This is attributed to the fact that a sizeable proportion of the sample, at 32 elements, was from the two youth development academies located in the uMkhanyakude and King Cetshwayo Districts. There is also one middle level manager in each of these districts. In addition, two of the senior managers were based in these two districts. The frequency distribution also indicates a 3,8% proportion at uMgungundlovu District, which is where the head office and district office is located and 3,8% of the respondents did not specify the location of their offices. This could be because these respondents wished to remain anonymous.

6.4.6 Presentation of responses to the questionnaire using contingency tables

The set of questions on Table 6.8 were included in the questionnaire that was administered to the entire sample of 55 participants. The responses are presented using contingency tables, which served the purpose of identifying the observable frequency of categorical variables, as this provides opportunities to summarize the relationships between the variables in a matrix format. For statistical analysis, contingency tables or cross tabulation can be used to demonstrate the frequency distribution of variables, whether bivariate or multivariate, and can be used descriptively as well as to summarise the relationship between a number of variables to draw inferences (Wickens, 2014). Figures with percentages reflected after each question represent the percentage of the total number of respondents who said 'yes', 'no' or 'not sure' from the total of 52 participants of the sample of 55. A total of 3 participants did not respond or sent incomplete questionnaires back. In a number of instances, the respondents participated in the survey but wished to remain anonymous, as indicated in the biographical details above. The respondents were categorized into three, those representing the cohort from the youth development academies, the Department of Social Development and other supporting government departments. These were set against a set of variables as guided by the questionnaire.

6.4.6.1 Governance issues

The contingency tables on Table 6.8 demonstrate the strength between respondents' perceptions with regard to the various governance, management and administration issues that relate to the youth academies and their present location. The contingency tables also serve to demonstrate relationships between categorical variables in order to confidently draw inferences. Respondents in this survey were staff members selected from the two youth academies (Vuma Youth Development Academy and Sicabazini Youth Development Academy), staff from the KwaZulu-Natal Department of Social Development that were responsible for the functioning of the youth academies and staff from other government departments that provided some form of support to the youth academies, such as municipalities, the KwaZulu-Natal Department of Health, the

Department of Higher Education and Training, Ezemvelo Wildlife and the South African National Defence Force.

6.4.6.2 Governance

Table 6.8: Governance issues

Variable/Category		Youth Academy			Department of Social Development			Supporting Government Departments		
N		31			15			6		
		Yes	No	Not Sure	Yes	No	Not Sure	Yes	No	Not Sure
Governance	Do boards/committees contribute to the growth and development of academies?	19	71	10	13	80	7	17	83	0
	Have boards/committees in the academies contributed positively to their growth?	29	58	13	13	60	27	0	83	17
	From your observation, do boards/committees understand their roles?	23	74	3	27	53	20	0	83	17
	Should boards/committees continue with the management of the academies?	23	77	0	13	60	27	0	100	0
	Is there a role that the NPO boards/committees should perform in the academies in the future?	23	61	16	53	20	27	67	33	0

The majority of the respondents on Table 6.8 were of the opinion that the boards in the academies were not contributing to the growth and development of the academies. Just over a quarter, or 29% of the respondents from the youth academies felt that boards and management committees contributed positively to the growth of these academies and only 13% of the respondents from the Department of Social Development felt the same way. According to the observations of the respondents, boards and members of the management committee did not understand the roles they had to perform in the

academies and therefore should no longer continue with the management of the academies. However, the general feeling among the respondents from the Department of Social Development and other supporting government departments was that boards and management committees should still play a role in the academies in one way or another but not in a managing capacity. This seems to be consistent with views expressed during the qualitative data collection phase, with some participants saying the NPO boards should act as advisory or community liaison structures instead of as governance structures.

Table 6.8 further represents an interesting observation. A total of 75% did not think that the NPO boards contributed to the growth of the youth development academies and 17% felt that the NPO boards did contribute, while 7,7% were unsure. The cohort who were unsure could be those participants who were not part of the DSD or the academies and they would thus be unsure of the role that the NPO boards performed. It is an important observation in that the majority of the participants did not think that the NPO boards contributed significantly towards the growth of the youth development academies. A total of 61,5% of the respondents did not believe that the NPO boards contributed positively to the growth of the youth development academies, while 21,2% felt that the NPO boards did contribute positively to the growth of youth development academies. There is a correlation between what the respondents felt about the role that the NPO boards played and whether or not that was a positive contribution. Only 17,3% of the respondents were unsure of the role that the NPO boards played in the growth of the academies. This could be attributed to participants who were not directly involved with the academies.

Chait et al., (2018), as highlighted earlier, identified dimensions that are critical for the effectiveness of boards. These include the ability of boards to recognize the context, culture, norms and standards of the organizations that they lead, to understand the mandate of the shareholder, boards must be knowledgeable and have a full understanding of their roles and responsibilities and the performance standards expected of them, they must be fully cognizant of the environmental complexities and be able to traverse these and they must be capable of maintaining effective stakeholder management.

The finding in Table 6.8 that the majority of the respondents did not think that the NPO boards understood their roles, correlates with the responses that emanated during the focus group sessions, where the majority of the respondents said the NPO boards did not understand their roles and should not continue with the management of the youth development academies. These responses to the two questions above also correspond with the responses collected during the qualitative data gathering process, where the middle level managers and centre managers all felt that the NPO boards should not continue managing the youth academies, instead the Department of Social Development should assume full control of the management of the academies.

Bathala's (1995) agency theory perspective highlights the interrelationships between various sets of variables in determining the organizational efficiencies, more so the board's role in promoting organizational success. These sets of variables include the board composition, the stakeholders' view of the board and the organization and the skills to execute the shareholders' mandate, in this case, the mandate of the Department of Social Development, of seeing the youth development academies performing optimally for the benefit of young people. Khanyile & Green's (2016) categorization of stakeholders is relevant in explaining the role of boards and the way in which they are perceived by stakeholders. As highlighted above, it is worth noting that a large majority of the respondents felt that the NPO boards should not continue managing the youth development academies. These views corroborate the audit findings of the Auditor-General in 2014 and 2015, the findings by the KwaZulu-Natal Provincial Treasury Quality Assurance Report of 2015 and 2016, and the monitoring and evaluation reports by the Department of Social Development during the corresponding years.

All the questions in the set presented on Table 6.8 were specifically related to governance at the academies. There is a trend in the responses where the frequencies for ending any governance role by the NPO boards and management committees were consistently high.

In all of the sets of questions to determine the effectiveness of the NPO boards, there were two main determinants and key indicators that were used to measure whether or not the boards were able to execute their functions to the levels expected of them. These

were whether or not the NPO boards contributed to the growth of the youth development academies and whether or not the NPO boards understood their roles. In both determinants and indicators there were high frequencies indicating that the NPO boards did not contribute to the growth of the youth development academies and that the boards did not understand their roles. The inference from the above categorical variables is that the majority of the respondents did not think that the NPO boards and management committees should continue with the management of the youth academies, mainly because of role confusion which could be a contributory factor in the management challenges experienced.

Mwenja (2009) previously explored the role and impact that the boards had or did not have in the performance of non-profit organizations. He concluded by identifying the influence of stakeholder perception, the skills sets, age and strategic capability that governance structure members had on organizational performance, among other variables.

This conclusion by Mwenja dovetails with the views expressed by the centre managers, the middle level managers and the staff at the academies during the qualitative data collection stage, who all identified the lack of skills, the age factor and the lack of strategic capability of the NPO boards as contributory factors in poor governance at the academies that resulted in the non-achievement of performance targets.

6.4.6.3 *Human Resource Management*

The management of human resources at the youth development academies is performed by the centre manager with support from a human resource administrator. The NPO boards take the overall responsibility for sound management policies and procedures for the effective management of human resources.

6.4.6.4 Human Resource Management

Table 6.9: Human Resource Management

Variable/Category		Youth Academy			Department of Social Development			Supporting Government Departments		
N		31			15			6		
		Yes	No	Not Sure	Yes	No	Not Sure	Yes	No	Not Sure
Human Resource Management	Should the NPO boards/committees continue managing academy staff?	16	84	0	7	93	0	0	100	0
	Are the HR policies in the academies sound and effective?	13	87	0	0	60	40	17	33	50
	Do the academies have appropriately qualified staff?	100	0	0	60	7	33	50	0	50

There seems to be a correlation between the responses in Tables 6.8 and 6.9. There was a consistently higher frequency of respondents who generally felt that the NPO boards were performing poorly in discharging their governance and oversight role. This correlation is evidenced by an average of 60% of the respondents saying that the HR policies at the youth development academies were ineffective, while 30% were not sure and 10% felt that the policies were effective. The majority of the participants from the youth academies, the Department of Social Development and those from the supporting departments felt that the boards should not continue managing staff. These responses were from those who observed the application of the HR policies from outside the academies and those who were directly affected by the application of the policies. In this regard these responses have credence, as these were expressed by people who experienced the implementation of these policies and the way in which they affected their employment conditions and also by people who observed the performance of staff from outside the academies, whether at a monitoring level or examining the manner in which the academies performed their primary function. These responses are consistent with

those that emerged during focus groups and interviews, with middle level managers and centre managers respectively feeling that the management of the academies should revert to the Department of Social Development.

The high percentage (60%) of those who felt that the HR policies were not effective supports the views expressed during focus groups and interviews, where participants mentioned that the HR policies were in a draft format and that these policies were weakly formulated resulting in staff not being held accountable by management. These findings indicate poor governance and oversight by the NPO boards and management committees and that management is not effectively managing and this general leadership and management malaise has resulted in poor management of the youth development academies. This correlation in the findings from the governance variable and human resource management function supports the inference that the management of the academies should be moved from the NPO agencies.

On whether the staff at the academies were appropriately qualified, 70% of the respondents felt the staff had the requisite qualifications for the jobs that they held, while 2,3% thought the staff was not appropriately qualified and 27,6% were not sure. The latter responses could be from external stakeholders and middle level managers who were not directly involved with the academies. The other responses were from the staff themselves and the centre managers who would have a better insight about the qualifications of the staff that they managed including themselves.

Table 6.9 therefore highlights an important element in any organization. Human capital is key to the survival and growth of organizations and therefore an important asset for organizations. Crook et al., (2011) found that human capital is a strong determinant of an organization's performance and has a strategic role in organizations. Van Zolihgen (2002) and Young & Matsileng (2013) also highlighted the critical importance of the appropriate qualifications for organization-specific key performance areas and the ability to achieve strategic objectives. The presence of the right people with the requisite skills, knowledge and attributes is the key determinant for improved performance.

6.4.6.5 Financial Management

The management of finances in any organization requires knowledge, skills and more importantly, values that promote integrity and effective governance. This was a noteworthy contribution to the discourse of sound financial management, more so for the non-profit organizations, as it is the key element that links strategy and objectives to ensure the overall success of these organizations, as they rely mostly, if not entirely on donor or grant funding (Renz & Herman, 2016).

6.4.6.6 Financial Management

Table 6.10: Financial Management

Variable/Category		Youth Academy			Department of Social Development			Supporting Government Departments		
N		31			15			6		
		Yes	No	Not Sure	Yes	No	Not Sure	Yes	No	Not Sure
Human Resource Management	Are the finances at the academies properly managed?	55	36	10	40	13	47	17	0	83
	Should financial issues remain in the hands of the NPO boards/committees?	13	87	0	27	73	0	0	67	33

On Table 6.10 it is worth noting that 55% of the respondents from the youth academies thought that the finances were properly managed and 47% of the participants from the Department of Social Development were not sure, as well as 83% from the supporting departments. Those from the DSD who were unsure were most probably the participants who did not deal directly with the management of the academies. There was a link between the responses from the focus group sessions, where the majority indicated that if it were not for the support provided by the Department of Social Development, financial management at the academies would be in a precarious state of affairs. This sentiment is attributable to the higher figure of those who were unsure. Most certainly, the more than

a third who felt that financial management was on a sound footing, based their decision on the input and contribution by the Department of Social Development. This was corroborated by 87% of the respondents from the academies, 73% from the Department of Social Development and 67% from the supporting departments who felt that in future, the NPO boards should not be responsible for financial management at the academies. The inference that can be drawn from these statistical findings means that the majority of respondents did not think that the NPO boards performed their fiduciary role adequately, as also supported by the findings during focus groups and semi-structured interviews, where the majority of the participants felt that the responsibility of managing finances should be removed from the NPO boards.

Removing the financial management function from the boards, as suggested by the majority of the respondents in Table 6.10, essentially removes a core function for any oversight body. The trends developing from these responses is an avocation for the removal of critical functions from the boards based on their perceived failure to understand their roles and their ineffectiveness in discharging their duties as illustrated by responses in Tables 6.8 and 6.9.

Zietlow et al., (2018) posit that financial management in non-profit organizations that can range from small to medium and large organizations, is that at all levels there is a certain degree of complexity in managing such finances. The level of complexity depends on the different variables, which could include the sources of funding, programmes that are funded and the nature of the relationship with stakeholders, including donors. The level of complexity, as Zietlow et al., postulate, becomes more complicated as the size of the organization increases. What is clear, is that financial management in all organizations requires sound and effective processes, systems and procedures.

6.4.6.7 Asset Management

Table 6.11: Asset Management

Variable/Category		Youth Academy			Department of Social Development			Supporting Government Departments		
N		31			15			6		
		Yes	No	Not Sure	Yes	No	Not Sure	Yes	No	Not Sure
Asset Management	Are the assets of the academies properly managed?	100	0	0	33	47	20	100	0	0
	Should all the assets be managed by the DSD?	97	3	0	80	0	20	100	0	0
	Should only immovable assets be managed by the DSD?	100	0	0	93	0	7	100	0	0
	Should immovable assets be managed by the NPO?	23	77	0	20	73	7	0	100	0
	Should only movable assets be managed by the DSD?	90	10	0	93	7	0	100	0	0
	Should movable assets be managed by the NPO?	26	74	0	13	80	7	0	100	0
	Should minor assets be donated to the cooperatives at the academies?	97	3	0	80	20	0	100	0	0

The youth development academies have a variety of assets ranging from the immovable, which are buildings and facilities, to movable, which includes furniture, equipment and vehicles. These were bought by the Department of Social Development as part of the capitalization strategy. They are managed by the NPO boards on behalf of the Department of Social Development.

The daily care of these physical assets is the responsibility of staff members under the supervision of the centre managers who are answerable to the NPO boards. The security

of the assets is the responsibility of the staff members as well as the security companies that are contracted by the boards to safeguard the academies' assets.

The analysis of the responses to asset management-related questions in the questionnaire have been combined with the questions pertaining to security management with a view to drawing parallels, as these two facets are interrelated.

As can be seen from Table 6.11, across all variables, the majority of the respondents across all categories thought that the assets were properly managed, but interestingly the findings indicate the preference by most of the respondents that the overall management of assets should revert to the Department of Social Development and that the NPO boards and management committees should not be involved in the management of assets. This is consistent with the findings from the financial management variable where the majority of respondents, while content with the management of finances at the academies, still felt that it should be moved to the Department of Social Development. Table 6.12 below indicates that the overwhelming majority across all categories expressed that security management at the academies should be under the control of the Department of Social Development, while 10% from the youth academy participants' category and 13% from the Department of Social Development felt that security management should be in the hands of the NPOs. These responses are consistent with what emerged during the focus group sessions and the interviews, where participants felt that security at the academies should fall under the DSD because of the perceived failure by the management and the NPO boards to effectively manage the security companies contracted to provide security.

6.4.6.8 Security Management

Table 6.12: Security Management

Variable/Category		Youth Academy			Department of Social Development			Supporting Government Departments		
<i>N</i>		31			15			6		
		Yes	No	Not Sure	Yes	No	Not Sure	Yes	No	Not Sure
Security Management	Should security at the academies be managed by the DSD?	94	7	0	87	13	0	100	0	0
	Should security at the academies be managed by the NPOs?	10	90	0	13	87	0	0	100	0

6.4.6.9 Contract Management

During the focus group discussions and interview sessions the majority of the participants decried the lack of capacity within the academies to negotiate and enter into contracts and to manage those contracts. There was a strong sense that the legal services unit of the DSD should provide support to the academies when it comes to contracts. The responses from the survey questionnaires on Table 6.12 indicate an overwhelming majority at above 90% from all categories who said the contracts at the academies should be managed by the DSD. There was a 100% affirmation that the social cooperatives at the academies should enter into performance contracts with the centre managers.

6.4.6.10 Contract Management

Table 6.13: Contract Management

Variable/Category		Youth Academy			Department of Social Development			Supporting Government Departments		
N		31			15			6		
		Yes	No	Not Sure	Yes	No	Not Sure	Yes	No	Not Sure
Contract Management	Are there contracts that academies enter into?	45	0	55	73	0	27	17	0	83
	In future, should the contracts at the academies be managed by the DSD?	90	10	0	93	7	0	100	0	0
	In future, should the contracts at the academies be managed by the NPO?	7	94	0	13	87	0	0	100	0
	Should cooperatives at the academies enter into performance contracts with the centre managers?	100	0	0	100	0	0	100	0	0
	Should cooperatives at the academies pay for water, electricity and rent?	52	48	0	100	0	0	100	0	0
	Should the cooperatives at the academies have a fixed-term, non-renewable contract?	68	32	0	73	20	7	33	67	0

The trend among the qualitative and quantitative data sets suggests a strong correlation between the variables and a consistency of responses from the sample of the population. This is an extract from the focus groups, *'The management of the academies need to be done by the Department of Social Development with the NPO boards playing an advisory role. In this way contract management will improve a lot since the Department has legal experts'*. This supports the argument advanced by the overwhelming majority of the participants on the questionnaire on Table 6.13 that contracts will be better managed under the Department because of the dearth of technical skills within the management of the academies as well as at board level.

This consistency allows an overall impression that the DSD should play a significant role in contract management and by implication this means that the DSD should take over the management of the academies.

6.4.6.11 Programme Management

The main purpose of establishing the youth development academies by the Department of Social Development was to provide need-directed programmes for the youth in the province of KwaZulu-Natal. The programmes at the academies include behavior-change, vocational skills development and extra-curricular programmes. The main part of the programmes is made up of formal curriculum that seeks to provide vocational skills and behaviour change or life skills for the youth. The study was largely informed by various reports that indicated a lack of achievement of the objectives of the academies as a result of managerial deficiencies. In the analysis of the responses the researcher was intrigued by those that related to the curriculum and whether these assisted students to gain formal or self-employment. The majority of the respondents across the three categories as seen from Table 6.14, felt that the curriculum did not assist the students to gain formal employment or start their own enterprises and more than 90% across all categories felt that the curriculum should be changed. Interestingly, 45% from the academies, 73% from the Department of Social Development and 100% from supporting departments felt that the members of the community should have an input in the curriculum. This is understood to mean the community at a broader level, including other government departments, business and industry. This correlated with the assertion during the focus group discussions where participants felt that there need to be changes to the curriculum to improve employment prospects for the students and that the curriculum should be influenced by the skills demand-supply principles.

6.4.6.12 Programme Management

Table 6.14: Programme Management

Variable/Category		Youth Academy			Department of Social Development			Supporting Government Departments		
N		31			15			6		
		Yes	No	Not Sure	Yes	No	Not Sure	Yes	No	Not Sure
Programme Management	Are the learning programmes accredited?	42	0	58	87	7	7	67	0	33
	Is the curriculum at the academies supporting the employability of students?	36	55	10	67	20	13	50	50	0
	Should the curriculum at the academies be revamped?	94	3	3	94	0	7	100	0	0
	Should the curriculum design have input from members of the community?	45	55	0	73	20	7	100	0	0
	Since the advent of the academies, has the curriculum been evaluated?	13	65	23	13	47	40	33	0	67

6.4.6.13 Stakeholder Management

The youth development academies have a number of stakeholders playing direct and indirect roles in support of the academies. The continued existence of the academies depends on the role played by the stakeholders in a matrix relationship created by the common purpose, that of ensuring the effective functioning of the academies.



Figure 6.4: The Youth Development Academy Stakeholders

Figure 6.4 is an illustration of the key stakeholders in the youth development academies. Table 6.15 indicates the results of the survey that was conducted among the sample of key stakeholders with regard to their perceptions of stakeholder management at the academies. The majority of the respondents felt that stakeholders at the academies were not properly managed. This view has serious repercussions for the effective functioning of the academies, as it is expressed by the very stakeholders who are critical for the continued functioning of the academies. Their views could dissuade them from dedicating their resources to the academies.

Table 6.15: Stakeholder Management

Variable/Category		Youth Academy			Department of Social Development			Supporting Government Departments		
<i>N</i>		31			15			6		
		Yes	No	Not Sure	Yes	No	Not Sure	Yes	No	Not Sure
Stakeholder Management	Are the stakeholders in the academies properly managed?	16	84	0	53	20	27	67	0	33
	Do the academies have a stakeholder management strategy?	94	3	3	20	33	47	0	17	83

Bodhanya (2016) suggests a nexus model for multi-stakeholder engagement based on systems principles and theory that helps stimulate multi-stakeholder dialogue and engagement. In terms of Bodhanya's nexus model suggestions, the youth development academy should be looked at from a systems theory angle, where the academy is a whole made up of various parts, as illustrated by Figure 6.4. This nexus model accordingly aggregates stakeholders in a constellation depending on their specific role at a particular time. In managing each constellation of stakeholders, the nexus focuses special attention on each constellation, thus providing the necessary and specialized attention needed by each constellation. In managing multi-stakeholders from a systems theory perspective, the inclusion of social capital as a normative element in stakeholder management should be considered. This suggestion is based on the role that social capital plays in managing the public engagement of stakeholders within a public policy environment (Glaeser, 2001; Bodhanya, 2016), where there is greater emphasis of public engagement and involvement. This approach places emphasis on the stakeholder-centred vertical and horizontal connection of relationships and transforms stakeholders to active participants and creates value for each constellation, as well as individual stakeholders.

6.4.6.14 Monitoring and Evaluation

In terms of the Department of Social Development Standard Operating Procedures on Transfer Payments (2013), all funded NPOs should be monitored by departmental officials at least twice a year. This is done to ensure that there is value for money and that programmes are delivered as per specified norms and standards and in terms of the service level agreement. Zulu (2018) proposes a monitoring and evaluation system that recognizes variables such as the typology of NPOs, their size, location and services that they render in order to capture contextual issues that could have a bearing on the performance of the various NPOs.

Table 6.16: Monitoring and Evaluation

Variable/Category		Youth Academy			Department of Social Development			Supporting Government Departments		
<i>N</i>		31			15			6		
		Yes	No	Not Sure	Yes	No	Not Sure	Yes	No	Not Sure
Monitoring and Evaluation	Are the academies monitored and evaluated?	97	0	3	100	0	0	100	0	0

Table 6.16 is a representation of the responses from the sample, where more than 97% of the participants across all categories felt that the youth development academies were monitored and evaluated. A deep dive into this response raises an interesting observation between what the various official reports were suggesting with regard to the perceived failures by the academies to meet their objectives and targets and what the participants in the survey were saying.

It is possible that the responses as expressed in the survey questionnaire with regard to monitoring the performance of the academies as well as the evaluation of the effectiveness were influenced by the fact that those who monitored the academies were basically officials who worked with the academies either on a daily basis or at least frequently. This is evidenced by the demographic profile indicating that the majority in the

sample were from the uMkhanyakude, King Cetshwayo and uMgungundlovu Districts in which the two academies and the Head Office are located respectively.

During the focus group discussions and interview sessions and based on the analysis of the youth development academies' reports that are produced annually, it emerged that the monitoring and evaluation process of the youth development academies by the Department of Social Development focused mainly on compliance with legal mandates and that limited attention was paid to NPO board performance, management performance in general, and most importantly, the students' performance and their exit strategies after graduation. The focus groups and interviews demonstrated a pervasive focus of monitoring and evaluating on adherence to laws governing public funds to the detriment of other aspects of management. It is not suggested here that less emphasis should be placed on effective and efficient control of the usage of funds, but what is becoming clear is that there is a skewed focus when conducting monitoring.

In all the contingency tables the category of participants from the Department of Social Development was made up of three (3) senior management service and twelve (12) middle management service or MMS members. There was a marked consistency between the responses from qualitative and quantitative data gathered from MMS members across all categorical variables. The high 'yes' percentages in all the variables across all contingency tables is attributable to the majority of participants in the category being the MMS members, thus demonstrating commonality and consistency of their responses in favour of the management of the youth development academies being under the auspices of the Department of Social Development. This includes all functional management areas as categorized in the tables.

This one-dimensional approach to management and leadership performance, which Baatjes (2013) referred to as instrumentalism and Bodhanya (2014; 2018) as a reductionist approach is disconcerting, as this has clearly had a detrimental effect on the effectiveness and success of the youth development academies.

Monitoring in organizations should therefore be seen as a continuous examination of progress that provides a systemic assessment of achievements made against pre-

determined objectives to assist management's decisions on further courses of action. Evaluation looks at the effectiveness, efficiency and impact of interventions against a set of specified objectives.

The demographical information pertaining to the participants in the survey is important for understanding their responses, as can be seen in all the contingency tables presented above. The participants' profile indicates that they are relatively well-educated, which implies that they have a better understanding of their role and responsibility towards the academies. The participants also have a reasonable amount of work experience, which would imply that they have had exposure to governance and the management of programmes in various environments. Glaser (1984) writes about the role of education, skills and knowledge in improving logical thinking skills and creating mental structures and problem-solving heuristics. Shadare's (2011) research on whether or not demographic characteristics such as gender, educational achievement and work experience were predictors or significantly influenced individuals' managerial efficiency and structured problem-solving in work organizations. In the same study it was also found that work experience significantly influenced the managerial efficiency of the respondents and that knowledge and skills are strong determinants of managerial competency and efficiency

6.5 CONCLUSION

The analyses of the quantitative data produced numerous findings based on the responses from the sample of the population. The Statistical Package for Social Sciences (SPSS) was used to generate contingency tables to illustrate the multivariate relationships of the different categorical variables. The respondent profiles were also generated to understand whether these variables had a bearing on the way in which the participants responded to particular sets of questions. Document analysis and supporting literature was studied to further understanding of particular views regarding management challenges at the youth development academies, the causes thereof and ways in which these could be resolved.

The findings on this chapter were further interrogated against what emerged during the focus group sessions with the NPO boards, the Department of Social Development officials and social cooperatives, the interviews with the youth development academies' managers, the traditional leaders and the local ward councillors. They provided an in-depth understanding of the management challenges at the youth development academies. The higher percentage of responses who were in favour of governance, financial, human resource, asset, security, contract and programme management functions removed from the NPOs to DSD is strong enough to draw a conclusion from these statistical findings that the management challenges at the youth academies were attributable to the roles the NPOs played or did not play. Based on the analysis of the findings conducted and reflected in the contingency tables presented, a statistical inference can be drawn from the study to support the viewpoints in favour of reducing the role of the NPOs from that of being implementing agents to that of being partners, playing a liaison function between government and the communities as suggested.

The next chapter, Chapter 7, focuses on the discussion on the keys findings that were generated through the literature review, official document analysis and qualitative and quantitative processes using methods stated above. Causal loop diagramming is also used to highlight the relationship between the different variables from the sub-themes.

CHAPTER 7

DISCUSSION OF KEY FINDINGS

7.1 INTRODUCTION

In the preceding two chapters a detailed account of the qualitative and quantitative data that was collected was presented and an analysis thereof provided using multiple research methods. In Chapter 5 the first set of data presented and analysed was generated by means of qualitative methods using document analysis, focus groups and semi-structured interviews that were administered to a sample of 54 participants. The biographical details of the participants were included in the analysis to identify trends and patterns. The set of data that was generated during the analysis process produced trends and patterns that necessitated further exploration by means of quantitative methods, hence the mixed method approach to the study. Adopting the mixed method approach for this exploratory study was intended to sequentially allow for the triangulation of data and to establish complementarity and consistency in the trends and patterns for the development of new approaches to the management of youth development academies based on the initial qualitative data that was collected and analysed.

Subsequently, Chapter 6 sought to establish points of convergence and corroboration and cross-checked the results based on the quantitative data analysis. This assists with explanation, improvement, illustration and further clarification of the results obtained during the qualitative data gathering and analysis processes. The data sets in the quantitative methods chapter were gathered by means of questionnaires that were distributed to the sample of 55 participants. The data sets were analysed using the Statistical Package for Social Sciences (SPSS). This software generated contingency tables that helped to establish frequencies and trends as well as the distribution of variables to allow for a multivariate analysis, which was at the first level used descriptively, and at the final level used to draw inferences from the findings in the study.

During the data analyses of both qualitative and quantitative data sets, several key findings emerged. This chapter presents those findings, using evidence that emerged

from and through the thorough analyses of both data sets and guided by relevant literature as well as the theoretical constructs that underpin this study. In this chapter the researcher presents, discusses and examines the integrated key findings as stated in the preceding paragraphs. In doing so, judgments are made with regard to what has been found and learnt during the course of this study in relation to the research purpose, background to the study and the research questions to which this study responded.

The approach for the discussion of the key findings was to explore the research objectives and questions, examine the key findings that emanated from the qualitative data analysis, extract the emerging themes and combine these with the grouping of responses from the questionnaires under relevant themes to establish if there were any trends and consistent patterns in the data, as the study was exploratory. An attempt has been made to explain the identified consistencies, the relationships between variables with their theoretical underpinnings. Lastly, recommendations are made based on the findings.

The conjecture explored included the examination of available literature, official documentary analysis, the examination of the conceptual framework and field data that was gathered and analysed.

At this juncture it is important to revisit what the study sought to achieve by reviewing the objectives and research questions.

The purpose and objectives of the study were to:

- identify the current management processes at the youth development academies;
- examine the paradigmatic foundations that inform the current management processes at the youth development academies;
- apply the systems thinking approach in the identification of the weaknesses in the current management processes and
- using the systems thinking approach, suggest a sustainable management approach that combines the interests of government and other stakeholders in the management of the youth development academies.

The study had the aim of exploring the following aspects.

- The existing management processes at the youth development academies.
- The rationale for the management processes at the youth development academies.
- Through the application of the systems thinking approach and complexity theory, identify the challenges with the existing management processes.
- Through the lens of a systems thinking approach, suggest a more sustainable management approach for the youth development academies.

7.2 SUMMARY OF KEY FINDINGS AND THE THEORETICAL UNDERPINNINGS

The theories that were used as a framework for the study provided invaluable insights into some of the trends and explanations for a number of the key findings that emerged from this study. In the theoretical framework section, Chapter 3, the researcher advanced the argument that no single theory can single-handedly and adequately explain a phenomenon in isolation from others. Bourdieu (2003) wrote about the value of theoretical frameworks in scientific enquiry as that of providing society with appropriate vocabulary to direct the research lens in social sciences, without which investigations into sociological phenomenon will be valueless. Complexity and systems thinking theories, as the primary underpinning theories, provided a solid base for a study of this nature.

At certain stages of the theoretical exposition temptation to eliminate certain properties or elements of the theory occurred but that would have been too parochial and reductionist. The data analysis stage provided strong cases for the utilisation of the properties of complexity and systems theories as the anchors of the theoretical framework for the study. The themes that emerged are categorized and discussed in the following sections:

7.2.1 Governance measures

The majority of the respondents were of the view that the boards in the youth academies were not contributing to the growth and development of the academies. Just over a quarter, or 29% of the respondents from the youth academies felt that boards and management committees contributed positively to the growth of these academies and

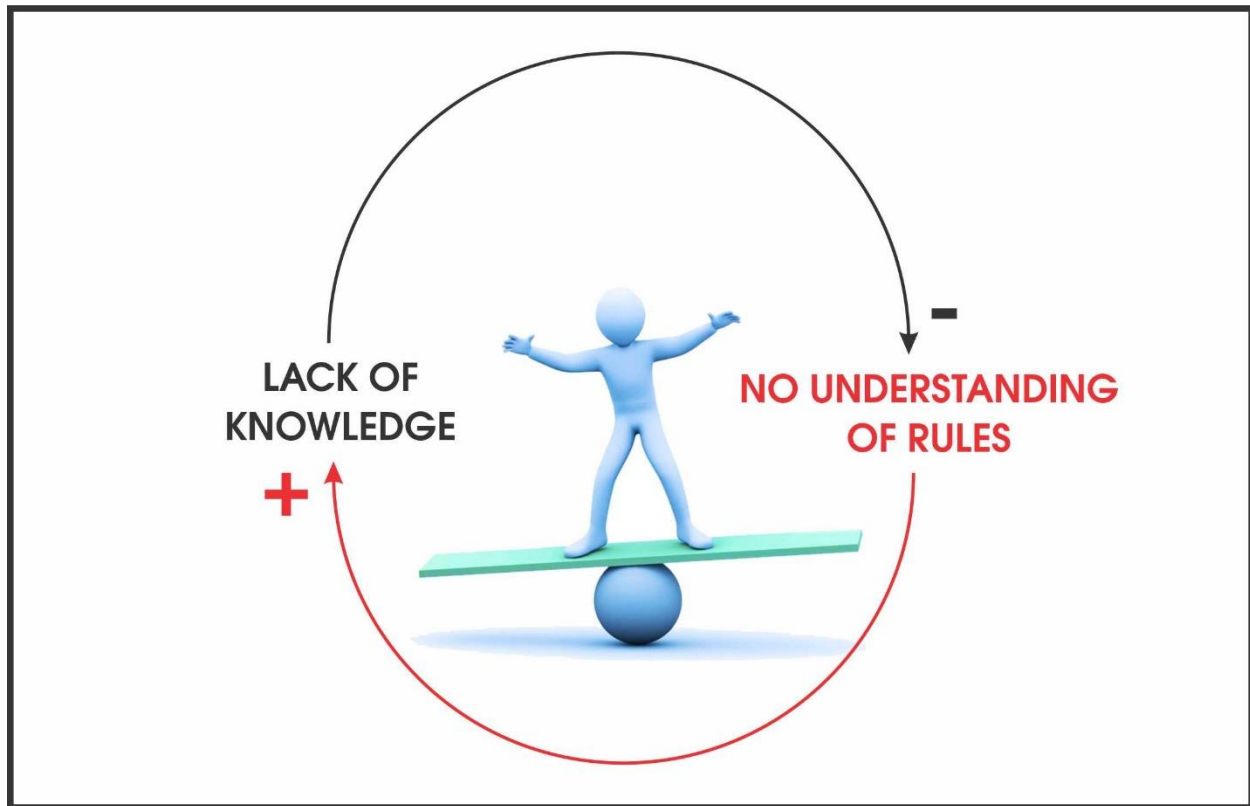
only 13% of the respondents from the Department of Social Development felt the same way. The findings presented in Table 6.8 where the majority of the respondents indicated that they did not think the NPO boards understood their roles correlates with the responses during focus group sessions, where the majority of the respondents said the NPO boards did not understand their roles and should not continue with the management of the youth development academies. In addition, the middle level managers and centre managers all felt that the NPO boards should not continue managing the youth academies and that the Department of Social Development should assume full control of the management of the academies. The social cooperative members felt that the NPO boards were not doing enough to support the sustainability of the cooperatives. This is to be expected from the social cooperatives as they were looking after their interests. The NPOs from the two academies did express their limitations regarding the knowledge and skills needed to execute their functions. At the same time the boards felt that they should be given more latitude, more resources and discretion in discharging their roles and responsibilities. The agency theory, as propagated by Van Puyvelde (2013), offers the best possible grounding for the agent-funder relationship. The agency theory is generally premised on the relationship between the principal funder and the agent that is charged with executing the business strategy of the principal. In this regard the agent is tasked with implementing the principal's strategy and in so doing is expected to represent the best interests of the principal without regard for self-interest. In his writings Van Puyvelde suggests that the agency theory is a suitable micro-economic framework for analyzing the governance of non-profit organizations within the principal-agent framework. There appears to have been a false assumption when the NPOs were appointed to manage the academies on behalf of DSD, which is that the skills sets within the NPOs were commensurate with the complex responsibility of managing the academies, or perhaps that capacity would be developed and that over time the NPOs would be able to stand on their own and discharge their responsibilities effectively. What the findings teach us in this regard is that there are pre-conditions that must be in place for the agency theory to have a certain degree of success.

7.2.1.1 Causal Loop Diagrams (CLDs)

Causal loop diagrams (CLDs) are tools used to qualitatively represent the dynamic feedback and influences between factors that have a potential to influence a particular system behavior or change the cause of direction (Neely & Walters, 2015). These feedback loops within the CLDs may be represented as either reinforcing or balancing (Sterman, 2006). The researcher made use of the CLDs to illustrate the causal relationships and feedback influences present in the system. In the CLDs that are used in the study and as described by Neely & Walters and Sterman, the arrows represent an influence where a change in one variable will invariably cause a change in a second variable. A + sign at the end of the arrow next to the variable indicates that the change is in the same direction, for an example, an increase in variable x will cause an increase in variable y. In instances where there is a - sign at the end of an arrow next to the variable that will be an indication that the change is going towards the opposite direction, for an example, an increase in x causes a decrease in y. A reinforcing loop, indicated by an R and curly arrow, is one where the effect of an increase or decrease in a variable is magnified over time and based on a number of iterations. A balancing loop, indicated by a B and a curly arrow, is where the effect of an increase or decrease in a variable is resisted over time and by iterations.

Below are the single causal loops diagrams depicting the cause and effect scenarios in the management of the youth development academies.

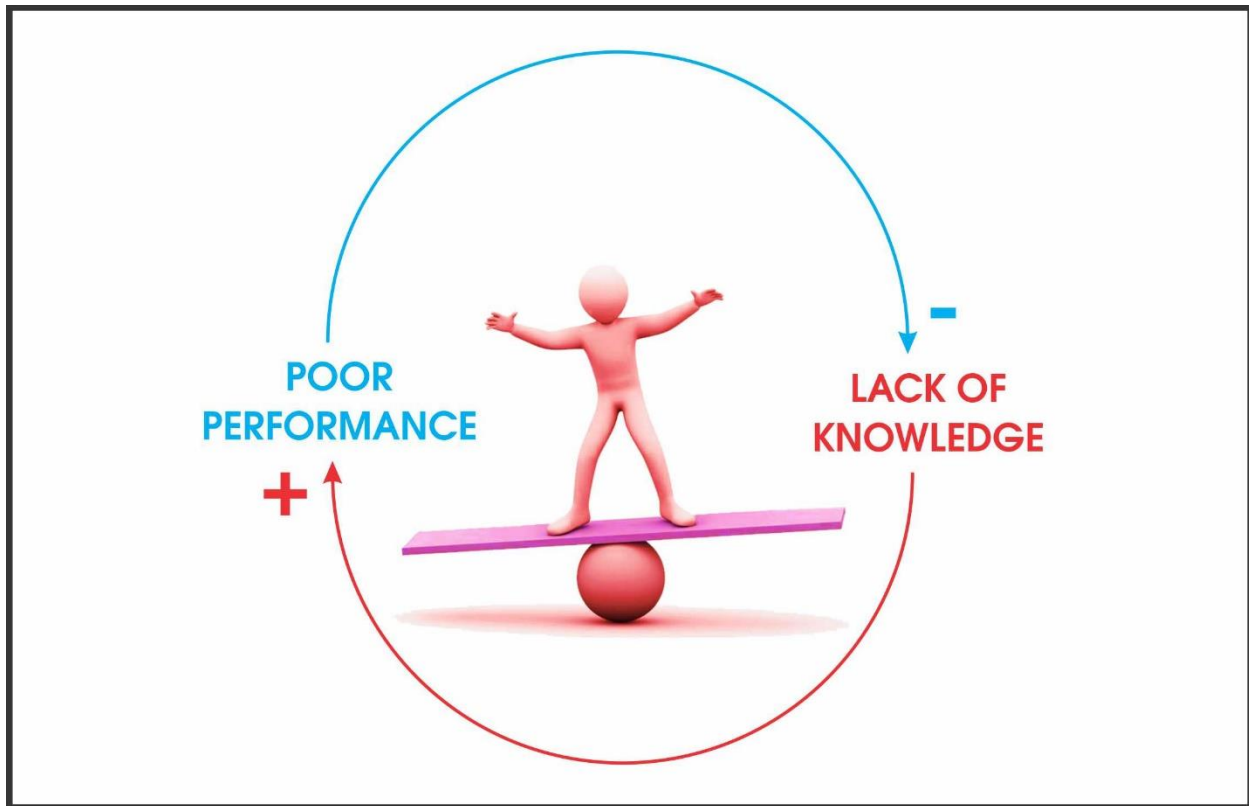
Figure 7.1: Causal loop diagram



Source: Adapted from Bodhanya, 2014

Figure 7.1: Negative feedback loop

Figure 7.1 is a representation of a single influence causal loop diagram (CLD) where a behaviour in a system has a negative feedback and affects the whole organization. This is an illustration of the likely scenario where there is a lack of knowledge there is a high possibility of poor understanding of roles resulting in poor execution of duties, low productivity by management and staff and overall poor performance by the organization. This is corroborated by qualitative data collected during the semi-structured interviews, the focus group discussions and document analysis. Furthermore, this is supported by the findings from the quantitative data analysis in the study where more than 84% of respondents felt that the NPOs did not have a full knowledge and capability for governance and management of the academies thus leading to poor performance. Similarly, on Figure 7.2 is another negative feedback CLD which highlights how a negative feedback can influence the rest of the system.



Source: Adapted from Bodhanya, 2014

Figure 7.2: Negative feedback loop

In figure 7.2 the lack of knowledge is identified as the likely causal factor for the poor performance. The researcher has linked this scenario to the NPO boards' lack of knowledge and skills as the causal factor in their perceived poor contribution to the growth and development of the youth development academies, including exercising oversight over the running of the affairs in these institutions.

The next thematic area pertains to broad management issues that have been categorized into various inter-linked sub-themes informed by word count or frequency during data gathering.

7.2.2 Management issues

7.2.2.1 Human resource management

There seems to be a correlation between the responses in Table 6.8, which focused on governance and those in Table 6.9, which looked at human resource management

aspects. This correlation is based on evidence from the findings suggesting that the NPO boards did not discharge their oversight responsibilities effectively and one can draw an inference that the poor and ineffective human resource policies were as a result of this shortcoming. The consistently high rate of respondents who generally felt that the NPO boards were performing poorly in discharging their governance and oversight duties, indicates a correlation with an average of 60% of the respondents who said that the HR policies at the youth development academies were ineffective. The majority of the participants from the youth development academies, the Department of Social Development and those from the supporting departments felt that the boards should not continue managing staff, and this could also explain the response that suggested that the management of the youth development academies should be the purview of the Department of Social Development. These responses were consistent with those that emerged during focus groups and interviews with middle level managers and centre managers, who felt that management of the academies should revert to the Department of Social Development.

60% of the participants felt that the HR policies were ineffective and this supports the views expressed during focus groups and interviews, where participants mentioned that the HR policies were in a draft format and weak, resulting in staff not being held accountable by management. This indicates the poor governance oversight of the NPO boards and ineffective management. This general leadership and management malaise resulted in poor management of the youth development academies.

Human capital is a key asset for any organization and Crook et al., (2011) offer a plausible case when they posit that human capital is a strong determinant of an organization's performance. With regard to whether or not the staff at the academies were appropriately qualified, 70% of the respondents felt the staff had the requisite qualifications for the jobs that they held, while 2,3% thought the staff was not appropriately qualified and 27,6% were unsure across all categories. Research undertaken by Van Zolihgen (2002) and Young & Matsileng (2013) highlighted the critical importance of appropriate qualifications for organization-specific key performance areas and the ability to achieve strategic

objectives. The presence of the right people with the requisite skills, knowledge and attributes in an organization is a key determinant for improved performance.

The perceived poor leadership reported by the Department of Social Development, the Auditor-General and Provincial Treasury, as well as the findings from the data analysis, point to weaknesses within the boards. The poor performance of the youth development academies with regard to certain aspects can be ascribed to poor board leadership other than unqualified staff, as it can be seen that the staff were generally qualified for the positions they held. Samir Rihani (2010) offered a plausible explanation when he suggested that navigating complexity theory can be best managed through exploring concepts such as attractors, non-linearity and unpredictability. According to Rihani (2010), the key issue with complexity theory is that the course of events in a complex environment does not follow a predictable and linear path, but is fraught with unpredictability and non-linearity as the various parts in the system attract one another to produce particular behaviours. This explanation should be widely accepted because, as can be seen from the findings, the non-achievement of stated objectives at the youth development academies cannot be attributed to a single cause. A number of causes, all rooted in weak leadership by the boards, affected the overall management of the academies negatively.

7.2.2.2 *Financial management*

While more than 47% of the participants from the Department of Social Development and youth development academies thought that financial management at the youth development academies was on a sound footing, more than 67% of the respondents felt that in future the NPO boards should not be responsible for financial management at the academies, as indicated on Table 6.10. The findings provide a positive outlook on financial management at the academies, but as the findings suggest, this confidence with regard to the adequacy and effectiveness of financial management was against the backdrop of the role that the Department of Social Development plays in supporting the academies. Further to this there was a claim that there was more focus on strengthening financial management by the Department of Social Development to the detriment of other

key performance areas in the academies. This claim was supported by the assertion by the majority of the respondents, who did not think that the NPO boards performed their fiduciary role adequately unless propped up by the Department of Social Development. This was also indicated during the focus groups and semi-structured interviews, where the majority of the participants felt that the responsibility for managing the finances should be removed from the NPO boards, thereby implying that there were serious problems with the boards' financial performance.

Removing the financial management function from the boards, as suggested by the majority of the respondents, essentially removes a core function for any oversight body. Conclusions and inferences can be drawn from the trends developing from these findings that the removal of critical functions from the NPO boards is based on their perceived failure to understand their roles, thus affecting their effectiveness in discharging their duties and ultimately affecting the efficient management of the academies.

Zietlow et al., (2018) posit that financial management in the non-profit organizations can range from small and medium to large organizations and that at all levels there is a certain degree of complexity in managing such finances. The level of complexity depends on the variables, which could include the sources of funding, programmes that are funded and the nature of the relationship with stakeholders, including donors. The level of complexity, as Zietlow et al., postulate, is more complicated with larger organizations or complex programmes being managed. As suggested above, the more complex the management functions are the more demand for higher level of skills to perform those functions require. What is clear from this contribution is that financial management in all organizations requires sound and effective processes, systems and procedures.

7.2.2.3 *Asset and security management*

During the quantitative data analysis stage both asset and security management were combined, as these sets of questions were interlinked. In Table 6.10 in Chapter 6 across all variables the majority of the respondents in all categories thought that the assets were properly managed, that the overall management of assets should revert to the Department of Social Development and that the NPO boards should not be involved in

the management of assets. There was no definitive contributory factor from the data that indicated a direct causal link between the effective management of assets and any management intervention. The only inference and claim that could be drawn was the direct support from the Department of Social Development when it came to matters of resource management.

The claim being made is best explained by Table 6.11 on Chapter 6, where the overwhelming majority of the respondents across all categories indicated that security management at the academies should be under the control of the Department of Social Development, while 10% from the youth academy participants' category and 13% from the Department of Social Development felt that security management should be in the hands of the NPOs. This lends credence to the assertion that as much as asset management at the academies was thought to be effectively controlled, there was support from the Department of Social Development and based on the findings, this arrangement should be made permanent.

These responses are consistent with what emerged during focus group sessions as well as the interviews, where participants felt that security at the academies should be under the DSD because of the perceived failure by the management and the NPO boards to effectively manage the companies contracted to provide security.

7.2.2.4 Contract management

Table 6.13 highlights that over 90% of the respondents felt that contracts at the academies should be managed by the Department of Social Development, while more than 87% said the contracts should not be controlled by the NPO boards at the academies. The close correlation of findings between those that thought that the DSD should manage academy contracts and those that felt that the boards should not manage contracts and the consistency thereof is discernible.

The trend between the qualitative and quantitative data sets suggests a strong correlation between the variables and a consistency of responses from the sample of the population. The best possible explanation for this correlation comes from an extract from the focus

group discussion, *'The management of the academies need to be done by the Department of Social Development with the NPO boards playing an advisory role. In this way contract management will improve a lot since the Department has legal experts'*. This supports the argument being advanced based on the overwhelming majority of the participants suggesting that contracts will be better managed under the Department because of the dearth of technical skills and oversight deficiencies at board level. This consistency gives an overall impression that the DSD should have a significant role in contract management and by implication this means that the DSD should take over the management of the academies.

7.2.2.4.1 Closed Loop Thinking

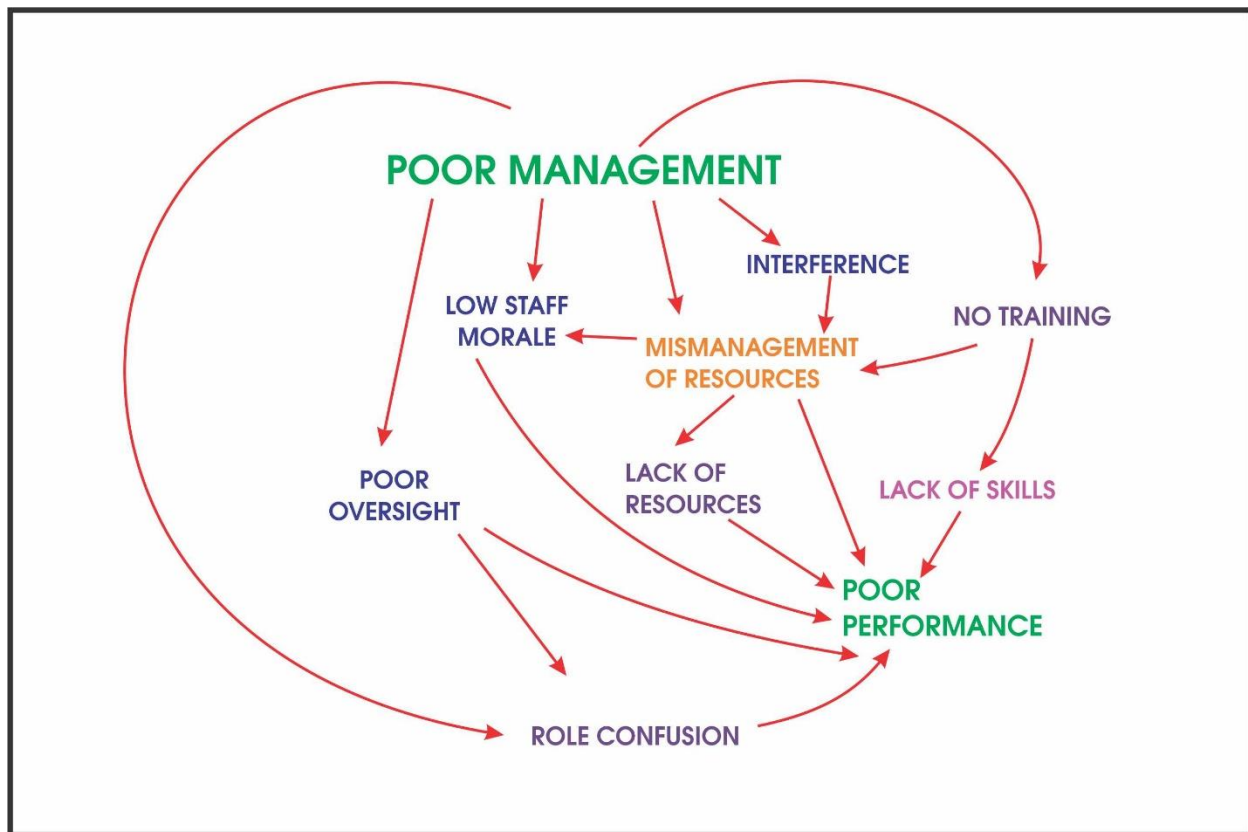
In the systems thinking theory the closed loop thinking refers to a control system that considers the current output and alters it to the desired condition depending on the environment and uses that output as an input (Senge, 2006; Bodhanya, 2015). An open loop system on the other hand, acts entirely on the basis of input and the output has no effect on the control action. This sub-field of systems thinking or property is brought in to explain the ways in which the boards' inputs at the youth development academies result in negative outputs that feed back into the system and create more negativity with a knock-on effect on the rest of the system.

While the common themes and the inter-linked variables were identified in Chapter 5 and were carried into Chapter 6 for corroboration and triangulation, there was deliberate attention on these variables with a view to construct the causal loop feedback diagrams to illustrate the inter-connection between these variables and how the feedback from them has an influence on a number of outputs. The systems thinking approach enjoins us to look beyond parts and see the whole and how this whole is inter-connected and interrelated with the various elements of the system. These variables were listed in the previous Chapter 5.

The purpose of this chapter is to demonstrate the manner in which the variables interact with one another creating feedback influences. The findings in Chapters 6 and 7 are illustrated in Figure 7.3 through a closed loop system that traces the problem issue at the

academies, as per the Department of Social Development, the Auditor-General and the Provincial Treasury Reports, back to poor management. The closed loop system illustrates poor management as the causal factor for the general poor performance. The illustration tracks poor management as inputting into and resulting in role confusion, which feeds back and causes poor performance. At the same time poor management in terms of the findings is caused by the lack of training, which results in a lack of skills that causes poor performance. The system output that is caused by lack of training could potentially result in the mismanagement of resources, which leads to poor staff morale, which creates a spiral effect leading to poor performance. The role confusion caused by poor management can also be attributed to the instances of interference and micro-managing, as evidenced in the qualitative data where one of the respondents said, *'the local traditional leadership seems to have ulterior interests in the academy and always puts staff under pressure and is always questioning everything happening in the academy'*. This respondent also said, *'stakeholders such as local traditional leadership must not intervene with the day-to-day academy operations'*. This sentiment did not appear to be the case with the other academy, as there was no reference made regarding the interference of the local traditional leadership in the day-to-day affairs of the academy.

Instead, the finding from the other academy was that the roles between the NPO board and the centre manager were not properly clarified and as a result there was an overlap of roles leading to conflicts of interest caused by the role confusion. This was corroborated by another participant in management who felt that the NPO board was heavily conflicted in that they interfered with the day-to-day running of the affairs of the academy. Both centre managers felt that there must be clear and documented roles for the board members of the academies. During the interviews it became clear that the failure by both NPO boards to play an oversight role through effective policies hampered the efficient functioning of the youth development academies. One of the centre managers said, *'if the NPO board understood their role they would focus on the policies and use these as an oversight instrument'*.

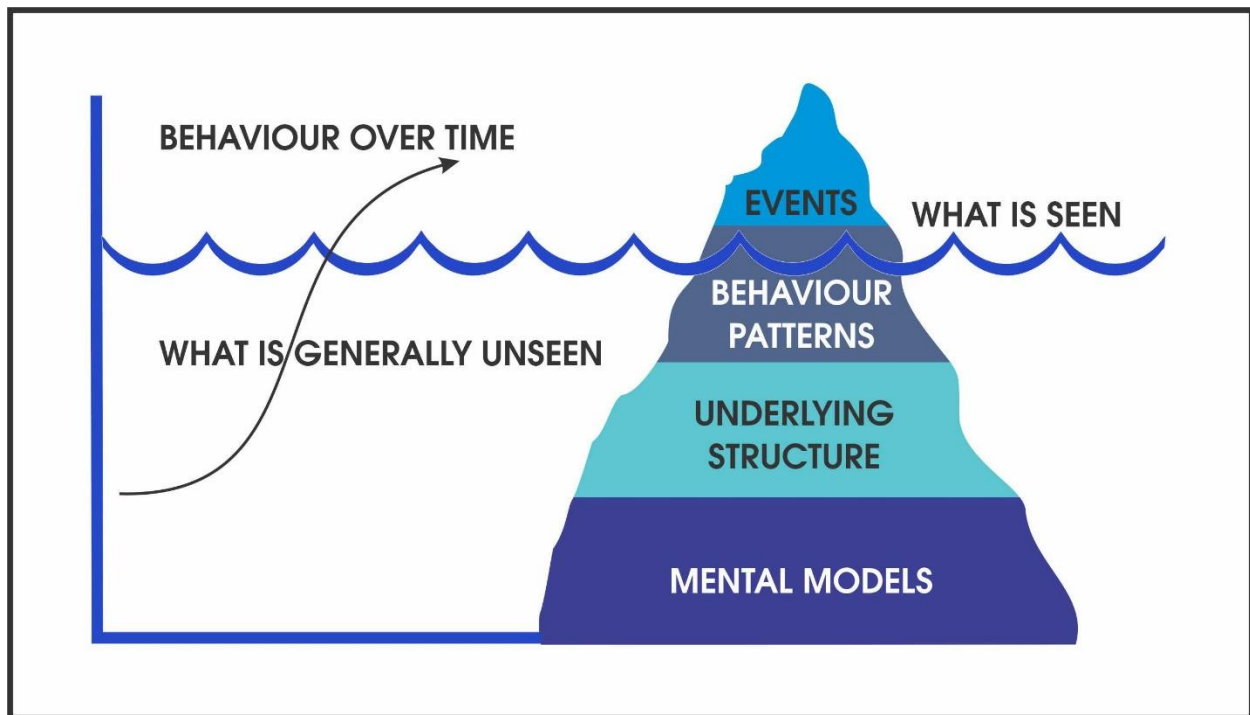


Source: Adapted from Bodhanya, 2014

Figure 7.3: Closed Loop Thinking

Iceberg systems archetype

The researcher chose the 'iceberg' systems archetype to illustrate the underlying management challenges at the youth development academies, as it would seem that these problems have been brewing below the surface over a period of time and have now begun to manifest themselves. These management challenges that emerged as themes during the various stages of field data collection include governance, management including human resource management, financial management, asset management, security management, contract management and programme management, the monitoring of the performance of the academies and the evaluation thereof and the relationships with the various stakeholders.



Source: *The Leadership Dialogue*, 2017

Figure 7.4: Iceberg systems archetype

In Figure 7.4 the iceberg systems archetype demonstrates how from below the surface people's mental models influence the assumptions, beliefs and values that they have about the system, in this instance, the youth development academies. The underlying structures represent the laws, policies, procedures, physical structures, the staff, budgets and the stakeholders as parts of the system and the relationship thereof that influences the behaviour of the system as a whole over time. The behaviour patterns represent what has been taking place below the surface that has generally remained unseen, such as the trends and patterns and what has been happening over time. In terms of the systems archetype, there are events above the surface that are only the tip of the iceberg representing only what we can see but missing out on a lot that is happening below the surface. The significance of this illustration is that examining the causal factors of management deficiencies at the youth development academies requires a systems approach that looks at the 'whole' instead of parts of the system. The danger of only looking at individual parts is that the exercise misses the fundamental contributory factors

that are below the surface. The systems approach suggests that we look at all the parts that constitute to the youth development academy as a system, for example, the Department of Social Development, other supporting government departments and entities, government officials, the NPO boards, the academy staff, the students, physical structures, budgets, the members of social cooperatives, the suppliers, local leadership, local communities, behaviour, attitudes and more, for us to be able to understand the system as a whole. The ability to use the systems approach to the management of the youth development academies allows for the sustainability in the management of these institutions.

7.2.2.5 Programme management

The findings based on the responses in both the qualitative and quantitative data reveal that the majority of the respondents do not think that the programmes at the youth development academies, which are provided through the formal curriculum and other non-formal means, have the adequacy and effectiveness necessary to address the objectives of the academies as outlined in the framework.

In Chapter 6 the majority of the participants expressed the feeling that the programmes have remained the same since the advent of the model in 2013 and that there is a need for them to be developed to meet the changing needs of the world of work and technology. There was a general sense that the primary purpose for the establishment of the youth development academies was to address the issue of skills shortages and unemployment among the targeted group of young people. One participant said, '*the digital economy driven by the Fourth Industrial Revolution is upon us and we need to ready our young people*'. This aptly summarizes and explains the reservations about the efficacy of the programmes, including the formal curriculum, to respond to the skills needed in the economy.

Another participant added that, '*there was currently no cost-benefits as the costs for vocational skills were very high but the employment of the graduates was low. A lot of our graduates remained unemployed or have to take other jobs other than those they were trained for*'. The match between the skills sets required by the industry and those provided

by the academies could be the main cause for the low rates of employment among the academy graduates. This is notwithstanding the economic stagnation being experienced by South Africa and the world in general. The labour force survey conducted by Statistics South Africa on a quarterly basis reveals that the trend from 2008 to 2018 has seen an upward trajectory as the unemployment rates have kept rising, from 21% in 2008 to 27,5% during the third quarter of 2018 (Stats SA, QLFS, 3Q 2018). It must also be noted that in 2008 the world economy went into recession and that the recovery thereafter has been stubborn in South Africa, thus affecting the ability of the economy to reach growth levels that produce jobs to absorb the unemployed, especially the young people.

The findings from the survey indicate that the majority of the respondents across the three categories felt that the curriculum did not assist the students to gain formal employment or initiate their own enterprises and more than 90% across all categories felt that the curriculum should be amended. Interestingly, 45% from the academies, 73% from the Department of Social Development and 100% from other supporting departments felt that the members of the community should have an input with regard to the curriculum. This is understood to mean the community at a broader level, including other government departments, businesses and industry. This correlated with the assertion during the focus groups where participants felt that there need to be changes made to the curriculum to improve employment prospects for the students and that the curriculum should be influenced by the skills demand-supply principles.

7.2.2.6 *Monitoring and evaluation*

In Chapter 6, Table 6.16 is a representation of the responses from the sample where more than 97% of the participants across all categories felt that the youth development academies were monitored and evaluated. These responses raise an interesting observation between what the various official reports were suggesting with regard to the perceived failures by the academies to meet their objectives and targets and what the participants in the survey were saying.

It is possible that the responses expressed in the survey questionnaire with regard to monitoring the performance of the academies as well as the evaluation of the

effectiveness, were influenced by the fact that those who monitored the academies were officials who worked with the academies either on a daily basis or at least worked with them frequently. This is evidenced by the demographic profile, which indicated that the majority in the sample were from the uMkhanyakude, King Cetshwayo and uMgungundlovu Districts in which the two academies and the head office are located respectively.

As indicated in the previous chapter, during the focus groups and interview sessions and based on the analysis of the youth development academies' reports that are produced annually, the monitoring and evaluation processes at the youth development academies by the Department of Social Development focused mainly on compliance with legal mandates and that there was very little attention paid to NPO board performance, management performance in general, and most importantly, the students' performance and their exit strategies after graduation. The focus groups and interviews demonstrated a pervasive focus of monitoring and evaluating adherence to laws governing public funds to the detriment of other management aspects.

This one-dimensional approach to management and leadership performance, which Baatjes (2013) referred as instrumentalism and Bodhanya (2014; 2018) as a reductionist approach, is deeply concerning, as this has clearly had a detrimental effect on the effectiveness and success of the youth development academies.

Monitoring in organizations should therefore be looked at as a continuous examination of progress that provides a systemic assessment of achievements made against pre-determined objectives to help management decide on the further course of action, and evaluation looks at the effectiveness, efficiency and the impact of interventions against a set of specified objectives.

7.3 RECOMMENDATIONS FOR PRACTICAL APPLICATION AND POLICY

7.3.1 Linking findings with literature

The main theories used in the study display a close relationship with the findings. In the literature review chapter writings of scholars such as McKelvey (1999), Blaser and

Manthey (2011) postulated that the understanding of complexity requires a paradigm shift from static linear complexity to a more advanced conceptualization of people and organizational interactions as an outcome of a series of interactions that are dynamic and result in creative actions. Complexity theory was explained as concerned with the study of the dynamics of complex adaptive systems (CAS) that are 'nonlinear, have self-organizing attributes, and emergent properties', and hypothesises that human organizations are CAS comprising of 'agents (people) who experiment, explore, self-organize, learn, and adapt to changes in their environment' (Ying & Pheng, 2014).

The literature on complexity theory also categorized it as a state of disorder, mess, uncertainty and chaos (Ackoff, 1981; Jauch & Kraft, 1986; Jackson, 2001; Meek, 2010; Bodhanya, 2014). The findings did highlight role confusion and uncertainty at the level of NPO boards and staff respectively. Literature further posits that complexity theory is about identity, relationships, communication and mutual interactions. Knowledge of fractal properties becomes a *sine-qua-non* for the management of youth development academies and the understanding of intricate relationships in the education and development milieu. The complexity of the youth academy management and the typology of the environment in which it operates is not easy to understand, nor can one predict effects. The contradictions from the findings where in one academy the local leadership is satisfied with the management of stakeholder and in the other where the local leadership feels alienated from the affairs of the academy is the case in point.

It was also highlighted in the literature section that complexity theory regards organizations as complex systems and these have a number of different elements and that the relationship between the elements is non-linear. This means that the interactions do not follow a straight and predictable line from one point to the next, and this is supported by the findings, especially in relation to financial and asset management. In this instance the findings indicated that financial and asset management was on a sound footing but the respondents felt that the management functions should be moved to the Department of Social Development. The interaction of these elements is characterized by numerous feedback loops, which can have either a negative or positive influence, or

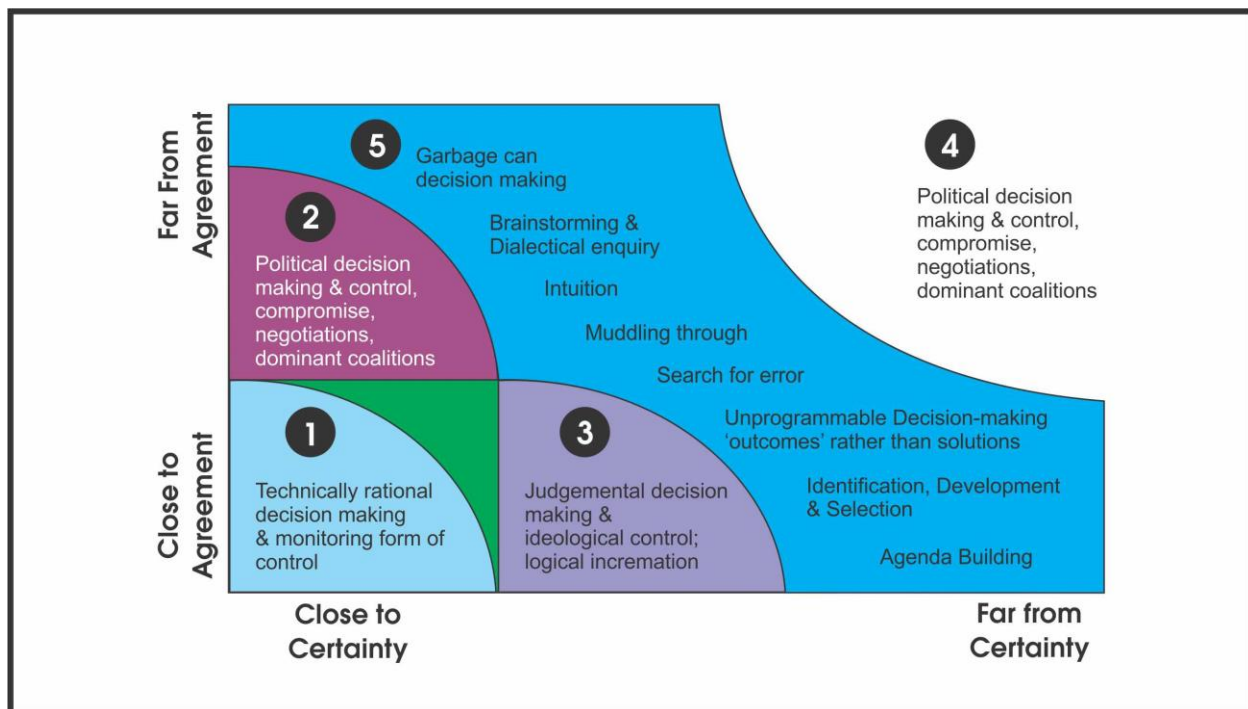
both, on the system as highlighted through causal loop diagrams in Figures 7.1, 7.2 and 7.3.

Systems theory is defined as a discipline and an approach that enables us to see the wholes as opposed to seeing parts or individual things (Senge, 1990). It is further defined as a discipline and an approach that allows us to see interrelationships rather than things, of being able to see 'patterns of change' rather than snapshot views that are static rather than dynamic. The respondents indicated in the findings how the reductionist approach to the management of the academies resulted in a blinkered view of the whole. These assertions of seeing the whole (Richmond, 1984, Senge, 1990; Jackson, 2003; Meadows, 2008; Sheffield, 2012; Bodhanya, 2014 & 2018), rather than parts of the whole befits the approach adopted for this study, that of looking at the youth development academy model as a system made up of parts. Sweeney and Sterman (2000) go further in defining systems thinking by including dynamic complexity caused by the interaction of its agents over a period of time as an essential element in gaining an understanding of a system. They emphasise the ability to identify feedback loops in a system, understand mapping in a system and understand the non-linear complex relationship in a system and the recognition and application of boundaries and mental models.

7.3.2 Managing complex situations

In Chapter 4 the Ralph Stacey Model, which was developed by Ralph Stacey (2010) and is commonly referred to as a 'Stacey Matrix', was introduced. The rationale for the introduction of the 'Stacey Matrix' was to explore various strategies to deal with complex management problems in the academies. As comprehensively explained in the preceding chapters, the youth development academies exist in a complex environment with a wide array of stakeholders who, as much as they are brought together by the existence of the academies, do not necessarily have the same orientation regarding the way in which the model for the academies should be implemented.

The model looks at the organization from two dimensions in a continuum and uses the complex adaptive systems as a tool to examine the dynamic relationships within the organization and within the environment it occupies.



Source: Adapted from Ralph Stacey, 2010

Figure 7.5: Ralph Stacey Model

In the model depicted in Figure 7.5, one end of the spectrum looks at 'the close to certainty' dimension, where there are clear links between the cause and the effect and where similar issues or decisions in the organization have been dealt with in the past and deductions can therefore be made based on the previous experiences to predict the outcome and the course of action with a degree of certainty. At the other end of the spectrum 'the far from certainty' dimension is considered. In this dimension, decisions are far from certain and the conditions present themselves in a uniquely different and complex manner to an extent that there are no clear signs or links between the cause and the effect. The other axis of the organizational dimension stretches from close to agreement to far from agreement. This means that the forces in an organization are either close to reaching consensus or far from it. Using past experiences alone does not guarantee certainty in predicting the outcomes.

Zones have been created in the continuum and these have been assigned a number for the location of the problem within the organization and the meaning thereof in a complex matrix of relationships between the organization and its stakeholders. In using the Stacey

model as a tool for analysis and managing complex organizational challenges, the following definitions are advanced in the context of the youth development academies' environment.

Zone 1: Technical rational decision-making – Numerous writings in the field of management theory are located in this zone of the matrix, which is close to certainty and close to agreement. In this zone there is much certainty and getting closer to agreement does not create many problems. The boards and management at the youth development academies are expected to use techniques that gather data from the past and use them to predict the future. They are expected to jointly plan specific paths of action through creating a vision and mission, strategic plans and operational plans to achieve outcomes and monitor the actual behaviour by comparing it against the visions and mission together with these plans. This zone in the continuum can also be useful for more practical, operational and day-to-day management of the academy. This is sound management practice for issues and decisions that fall within this area. The goal is to repeat what works to improve efficiency and effectiveness. However, as explained before, the events in complex environments do not necessarily follow a linear path and managers should be aware of the environment in which they operate and adjust accordingly by using a systems thinking approach.

Zone 2: Political decision-making – According to Stacey (2010), some issues have a great deal of certainty about the way the outcomes are created but high levels of disagreement about which outcomes are desirable. Accordingly, the researcher advances the theory that under these conditions described by Stacey neither plans nor a shared mission are likely to work, instead, politics and contestation take centre stage. This zone depicts the complex environment in which the youth development academies operate. There are local ward councillors, local traditional leaders and the local communities who have a vested interest in the academies. There will inevitably be issues, mainly from outside the academies, which will spill over and affect the management thereof as external issues manifest themselves on the behavior and influence that these stakeholders have in the academies. Some of the findings do indicate such interference, as seen in a participant's statement that '*the local traditional leadership seems to have*

ulterior interests in the academy and always puts staff under pressure and is always questioning everything happening in the academy', and that 'stakeholders such as local traditional leadership must not intervene with the day-to-day academy operations'.

While the findings in Chapter 6 indicate that local leadership in general is amenable to, and in fact, wish the Department of Social Development to take responsibility for the management of the academies, there is a strong sentiment that the local communities should have a say in the management of aspects such as finances, personnel, the recruitment of students and access to contracts, especially with social cooperatives. Certain aspects of these sentiments are at odds with the provincialization processes at the academies, as the students come from all districts in the province.

The researcher recommends that coalition building mechanisms, negotiation skills and compromise be used to create a shared vision for the academies, a shared agenda on how this vision should be achieved and the direction to be taken. The contestation by local leadership for influence in the academies should be managed and negotiated and a compromise reached through this shared vision and the legal prescripts that govern the operations at the academies. Zones 2 and 3 below are closely linked, as indicated hereinunder.

Zone 3: Decision-making - Stacey (2010) contends that when it comes to decision-making, a number of issues have a high level of agreement but not much certainty as to the cause and effect linkages to create the desired outcomes. This can be likened to the issues emerging from the findings as outlined above. It becomes abundantly clear that in cases such as these, where there is non-linearity and the cause of events takes an unpredictable format, monitoring against a pre-set plan will not work. As recommended above, a strong sense of shared mission or vision, negotiation, persuasion and compromise may substitute for a predetermined linear plan in these cases. To achieve compromise and consensus it is recommended that comparisons are made, not against plans but against the mission and vision for the youth development academies. In any event, the main desirable goal for all is to move towards an agreed future state, even though the specific paths cannot be predetermined.

Zone 4: Anarchy/Chaos – Stacey (2010) and Khanyile (2015) explain this zone as situations where there are excessively high levels of uncertainty and disagreement, often resulting in a complete breakdown of relationships and maybe ending in anarchy. As indicated in Zones 2 and 3, the traditional methods of planning are insufficient in these contexts. To deal with such challenges is to avoid some of these issues where there are high levels of uncertainty. A zone such as this should be avoided by organizations as much as possible and rather employ negotiation, persuasion and consensus-building strategies.

Zone 5: Complexity area - According to the Stacey Matrix, the model in the diagram indicates a large area that lies between the anarchy zone and zones of the traditional management approaches. Stacey refers to this large centre region as the zone of complexity, while Khanyile & Green (2016) and others refer to it as the edge of chaos. In the zone of complexity, the traditional management approaches are not very effective but it is the zone of high creativity and innovation and breaks with the past to create new modes of operating. Siegel (2011) observed that in these zones the models that are presented extrapolate from past experiences and these experiences are used to predict the future. In the traditional management sciences and in hard systems, a great deal of time is spent on managing Zones 1, 2 and 3. Zone 4 may seem 'soft' by lacking certainty, prediction and linearity, however, this is the zone that offers great opportunities for creativity, innovation and audacity, especially where persuasion and negotiation strategies are deployed. The Ralph Stacey model cajoles managers and leaders of organizations to have a diversity of approaches in dealing with a diverse context of complex management challenges. Stacey's matrix honours what we have already learned but also urges us to move with more confidence into areas that we understand intuitively but are hesitant to apply because they appear as 'soft' or 'fluid' and do not appear as 'solid', thus not offering us a sense of predictability.

While Stacey (2010) contends that understanding complexity theory can be daunting, his view is ameliorated by Samir Rihani (2010), who explains that complexity is actually relatively simple. He suggests navigating complexity theory by way of exploring concepts such as attractors, non-linearity, unpredictability, punctuated equilibrium, gateway events

and evolution that are found in complex adaptive systems. These concepts were explored in the study to understand which elements are attractors in the youth academies and what attracts them together. The study also explored the concept of non-linearity, unpredictability and punctuated equilibrium to underscore the unpredictable behavior of the constituent elements in the youth academies, the non-linearity of events and outcomes as a result of this unpredictability, the 'disruptive' behavior of the organizational elements that disturb equilibrium and the existence of gateway events that offer opportunities for 'close to certainty' or 'far from certainty', (Stacey, 2010).

7.3.3 Soft Systems Methodology (SSM)

The study also used the CATWOE (Client, Actors, Transformation, World View, Owner and Environmental Constraints) model as part of the soft systems methodology (SSM) (Checkland & Poultrier, 2010) in an attempt to identify the management challenges and change management strategies required at the youth development academies. In Checkland & Scholes (1999), CATWOE is defined as a tool or technique used to "explicate different properties", which means taking the underlying assumptions to their logical conclusion. This means that SSM can be used to disentangle complex programmes with multiple variables, multiple goals and multiple stakeholders, as in the case of the youth development academies. SSM is an action-oriented system used to solve problems in organizations in a holistic and integrated manner (Jackson, 2003; Checkland & Poultrier, 2010; Bodhanya, 2014). SSM uses techniques that focus on defining critical elements of a system from a particular perspective (Baden, 2003; Flood, 2010). SSM proposes that, through the various stages, a comparison between the 'real world' and the proposed models be made to create a better understanding of the problems in organizations and thus create better opportunities for the development of relevant models to address the identified management and leadership challenges. The advantage of using the CATWOE approach of SSM is that it helps disentangle programmes with a multitude of stakeholders, multiple goals and multiple perspectives (Williams & Hummelbrunner 2010; Checkland & Poultrier, 2010). This rigorous process helps in the construction of models best suited for particular perspectives of the programme from a 'real life' point of view.

In dealing with the findings of the study, soft systems methodology in the form of CATWOE was utilised. In the application of the CATWOE model, the process was iterative and cyclical and guided by hermeneutic principles.

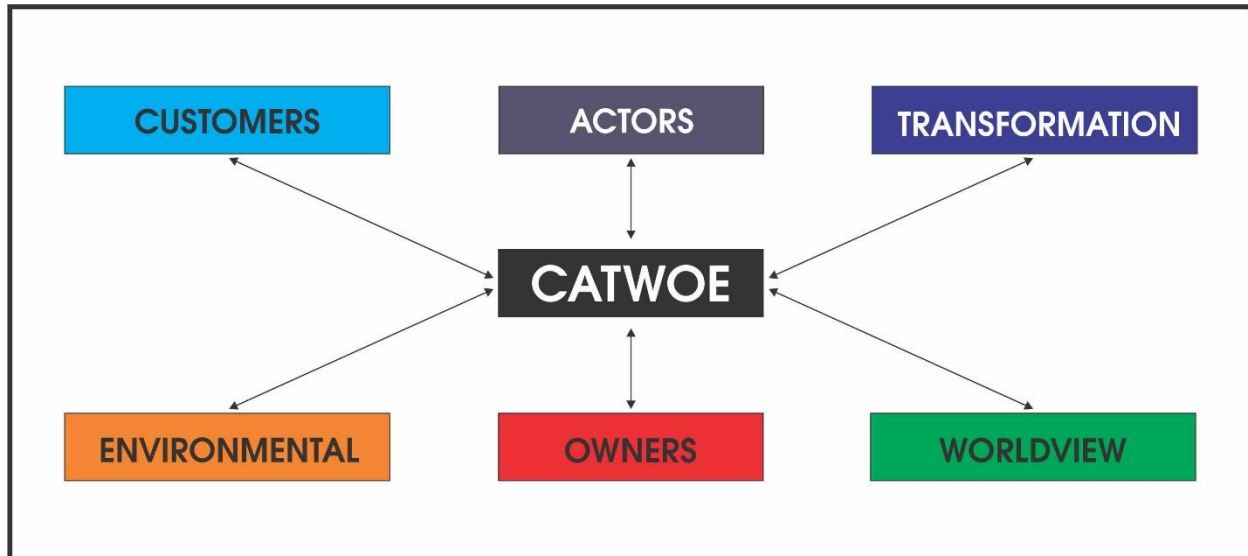


Figure 7.6: The CATWOE model of analysis, adapted from Checkland & Poultrier, 2010

Figure 7.6 provides an illustration of the relationships between the various elements of the CATWOE model of analysis. The acronym CATWOE is explained below:

- C = Customer/Client – who are the customers or clients of the programme?
- A = Actors/Agents – who are the actors or agents?
- T = Transformation – How will the programme transform the conditions?
- W = World View – what is the bigger picture that the programme addresses?
- O = Owner – who are the owners of the process?
- E = Environment – what are the environmental (political, economic, social, technological, legal) factors that could hinder the programme?

7.3.3.1 Application of CATWOE as Soft Systems Methodology

The study applied **CATWOE** as a soft systems methodology to analyse the management challenges at the youth development academies as described as follows:

Customer/Client:

- In terms of the Youth Development Academy Conceptual Framework (2013), the intended customers/clients for the intended intervention are the young people living in KwaZulu-Natal. It is the cohort of young people who have no skills and are unemployed and vulnerable.

Actors/Agents:

- The actors or agents in the whole process are the political leaders, the officials from the different government departments, the NPO boards and the youth, the institutions of higher learning, public entities, the private sector, traditional leaders, ward councillors and civil society. These are the multi-disciplinary stakeholders who should be managed through strong partnership models to achieve the intended objectives through a matrix relationship with clear roles and responsibilities.

Transformation:

- The interventions contemplated in the youth development academy model are aimed at transforming the lives of young people in a manner that is tangible and makes a difference in their lives.

World View:

- According to the Youth Development Academy Conceptual Framework (2013), the planned interventions fit into the bigger picture of addressing the dearth of skills, poverty and unemployment. The impact of the interventions in terms of the bigger picture also address the other variables of poverty in the sense that once the issues of vocational skills development have been addressed, the interventions can move to the next level of providing life skills, including entrepreneurial skills development to enable the young people to be self-reliant in the wider world of work, either as being formally employed or as creators of employment.

Owners:

- In soft systems methodology the actual owner of the process should be the customers/clients or beneficiaries of the programme rather than the government. Instead, the government should be the provider of services to the owners or the customers/clients. The owners can either assist or impede the process if they are not happy with the services. In the case of the youth development academy model, the owners of the process are the intended beneficiaries or clients of the programme, namely the young people in the province of KwaZulu-Natal.

Environment:

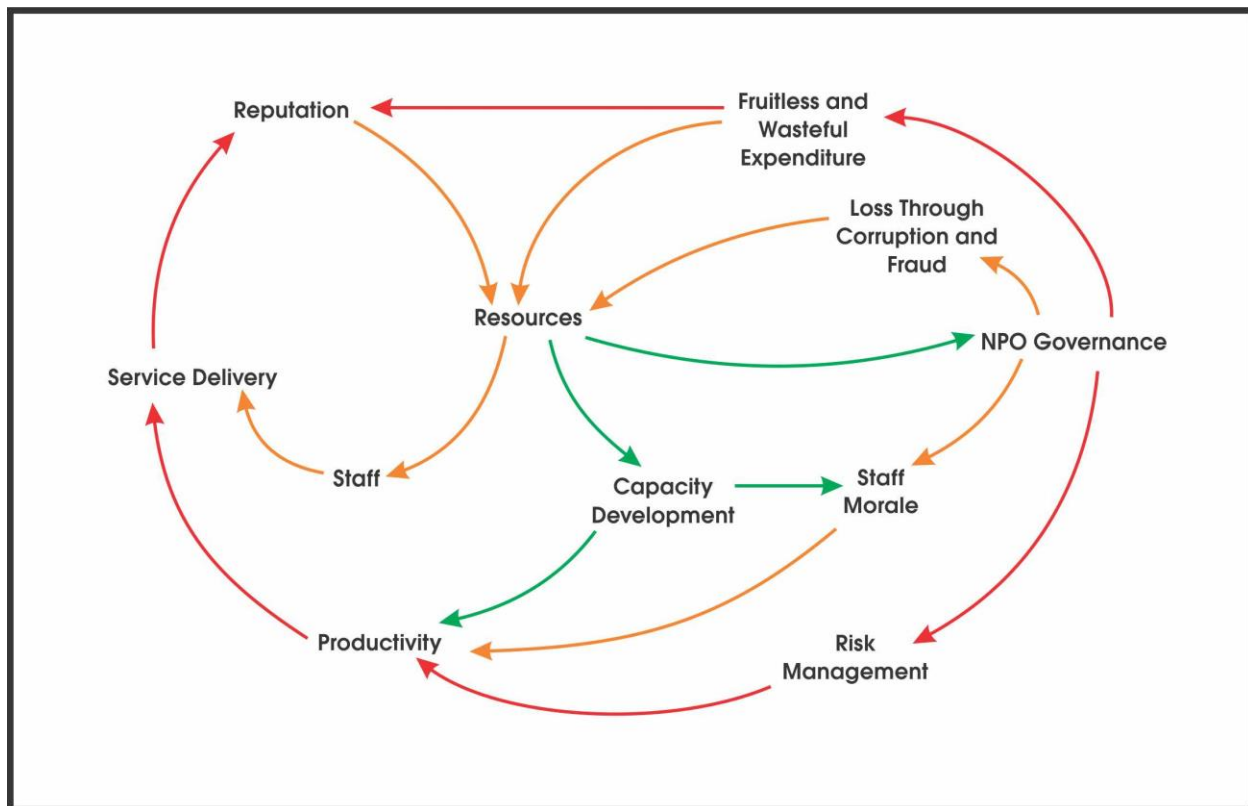
- Finally, the environmental factors (political, economic, social, technological, legal and environmental) that could be either hindrances or enablers of the envisaged interventions and must be constantly analysed and evaluated for the potential threat or opportunity that they could present.

There are certain elements of systems thinking that inform its fundamental application, such as the importance of boundary critique, the existence of a hierarchical structure, the interaction and specified relationships between the systems' related parts, the existence of emerging properties, holism and feedback loops and control. These characteristics are featured in the analysis of the management challenges.

7.3.4 A systems approach to the management of academies

In Chapter 2, which is concerned with literature, extensive reference is made to the systems thinking theory with its methodology, tools and approaches. In the literature causal loop diagrams (CLDs) are introduced as the most appropriate in designing a model for sustainable management of youth development academies. As systems thinking tools, CLDs were used to qualitatively examine the causes of certain behaviours in the system of academies through feedback loops that represent circular causality between model variables through either positive reinforcing or balancing or sometimes negative feedback.

The results from the findings suggest that a sustainable approach to the management of the youth development academies should be applied and be premised on a systems approach, as indicated in Figure 7.7. This is informed by the multiplicity of stakeholders in a complex environment.



Source: Adapted from Bodhanya, 2018

Figure 7.7: Interaction of different parts at the youth development academies.

In figure 7.7 we see an illustration of the interrelationships between the various parts of the system in the context of the management of the youth development academies. The context illustrated here refers to where the implementing agents are the NPOs who are contracted by the Department of Social Development. This was outlined when the agency theory by Van Puyvelde (2013) was presented. The management processes, systems and procedures are at the heart of this interconnected network of relationships. Malfunction of one part of the system has serious ramifications for the functioning of other parts and thus the whole system. When governance aspects are ignored, management oversight is seriously jeopardized, management functions become dysfunctional, and this

results in poor management controls, poor performance and non-achievement of organizational objectives. This has serious implications for the management of resources where there might be corruption and fraud and wasteful and fruitless expenditure as a result of the lack of risk mitigation strategies, leading to damage to the NPO's reputation, loss of confidence by funders and donors in the leadership and management ability and poor staff morale within the NPO and thus the youth development academy. This loss of reputation and integrity could lead to a loss of funding. The above inter-links aptly demonstrate how the variables in causal loop diagrams influence the output of others. This is in keeping with the systems thinking approach used in the study.

The importance of upholding the values and principles of governance cannot be overemphasized. In the literature section much has been written about the critical importance and the increased vigilance with regard to governance matters in general (Mueller & Wells, 2012; Bang & Esmark, 2013; Ekundayo, 2017; Bodhanya, 2018), as it has telling effects on the efficient management of organizations. Many of these writings are focused on the structural attributes of boards or what Baatjes (2013) refers to as instrumentalism rather than board processes (Leblanc & Gillies, 2003). This reductionist approach to governance remains concerning to academics and practitioners at large (Bozec & Bozec, 2012; Lockhart, 2013).

7.3.5 A multi-layered causal loop diagram (CLD) the youth development academies

In Chapter 2 the causal loop diagrams were introduced as systems thinking tools. In Chapter 4 the concept of the causal loop diagram or CLD was discussed in greater detail and the manner in which Kim (1992), Senge (1990), Senge (1994), Sterman, 2006 and later Neely & Walters (2016) have aptly defined the causal loop diagram. In their writings they define it as a tool that helps in understanding complex managerial problems by looking at the entire system as opposed to looking at individual parts. Jackson (2003) views causal loops as part of system dynamics theory with a range of variables in a complex system that provide a feedback mechanism through a series of positive and negative feedback loops. This view is supported by Schaffernich (2010), who describes causal loops as a 'qualitative diagramming language' used to provide feedback.

On Figure 7.4 there is an illustration of a multi-layered causal loop diagram. This a representation of multi-level influences in a plethora of variables that feedback into each other. Multi-layered causal loop diagrams provide a graphic illustration of the interrelationship, interdependence and interconnectedness of the various parts of the system and the ways in which the feedback system influences the behaviour of the system. Causal loop diagramming as a tool to understand and unravel complex managerial problems is more relevant for a study focused on a complicated matter of managing youth development academies as highlighted in the findings.

The concept of sustainability, as in sustainable management in the context of the study was dealt with literature under literature review. Sanders & McClenan (2012) posit that the concept of sustainability assumes different meanings, depending on the uses and how the users want it to fit in the context. As explained in the exposition of the concept earlier on, in the context of the study it refers to the ability of management structures, processes, systems and procedures to sail the youth development academies through the stormy environmental factors and navigate the turbulent storms. The main characteristics of sustainable management were identified as:

- Good governance;
- Sound management of resources;
- Operational sustainability through efficient functional structures; and
- Focus on core business.

Upon closer examination of the concept of sustainability in the management of NPOs, more so within the systems thinking approach (Van Puyvelde, 2013; Singh, 2015; Oxfam, 2015) it becomes clear from the findings that numerous elements or variables come to interact with each other to give meaning to the notion of sustainability. In the findings it is also noted that as these elements or variables that characterize sustainability interplay with one another in a reinforcing or balancing manner through positive or negative feedback loops within systems thinking approach paradigm sustainability emerges. It can be concluded therefore that sustainable management, or the lack thereof, is borne out of the manner in which these variables affect the behaviour of one or the other element.

Therefore, changes in the internal or external environment have the potential to influence the behaviour of the different agents within the NPO.

The earlier causal loop diagrams, Figures 7.1 and 7.2, were singular stand-alone diagrams that demonstrated singular relationships and the interrelatedness of parts in a cause-and-effect relationship as indicated through findings. At this stage of the study, the complex relationships as opposed to the earlier singular relationships are discussed. The rationale for using the diagrammatic models was to highlight how the complex relationships can disrupt the behaviour of the system thus causing a systems failure.

7.4 MULTI-LAYERED CAUSAL LOOP DIAGRAM

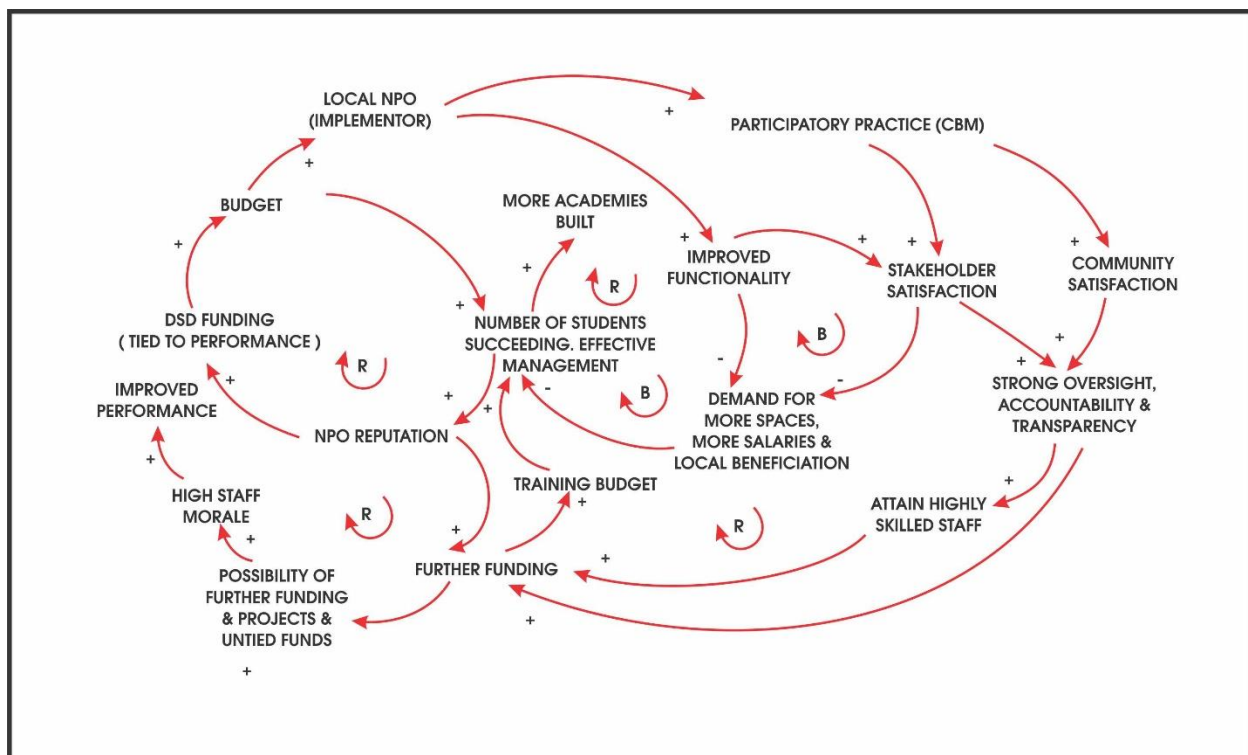


Figure 7.8: Multi-Layered Causal Loop Diagram, adapted from Neely & Walters, 2016

Figure 7.8 is a representation of a complex dynamic behaviour within the system at a multi-level where feedback loops are either represented as virtuous and reinforcing (+) (R) or balancing (-) (B) loops in a circular causality between the various variables. The feedback loops represent the circular causality and the way in which this influences the behaviour in the system. For instance, when the oversight role improves it attracts

talented and dedicated staff whose presence in the organization raises the confidence levels of funders who could, in turn, increase funding. The NPO reputation improves quite substantially and as it improves more funding comes in, more students succeed in a reinforcing loop (+) (R). However, this improved reputation of the NPO causes more funding to be brought in, more projects initiated and a bigger number of students would want places in the academies as a result of increased reputation and programs on offer due to availability of funding. This becomes a balancing loop (-) where the positive output when it is returned into the system creates a balancing (-) (B) loop. This dynamic behaviour represented by the CLD in Figure 7.8 helps provide the necessary feedback to the system to be able to identify disruptions that have negative repercussions for the management of the youth academies and to provide feedback thus enabling leadership structures to apply corrective measures.

7.3.6 A systems approach model for the sustainable management of Youth Development Academies

In Chapter 2 when dealing with literature, the researcher highlighted that most of the existing literature on the sustainability of NPOs adopts a reductionist approach and confine sustainability mainly to the ability to attract funding and other resources. This is a grossly linear approach by studying particular aspects of non-profit functioning to the isolation of all others. This reductionist approach assumes that availability of funding and other resources will be the panacea of all the NPO problems. This reductionism does not adequately deal with a host of other structural issues, some of whom are not so overtly clear but remain bubbling below the surface and manifest themselves in different forms to become major challenges for management. This approach ignores the larger network of inter-linked interactions between the various parts that are organic and pivotal for organizational sustainability. This kind of an approach depict sustainability as a very linear, simple process requiring a few enhancements, more especially financial resources for the NPO to be functional.

This study, having examined the available literature, the archival and official records pertaining to the functioning of the youth development academies, and by extension, the

NPOs contracted as implementing agents, sought to explore ways of coming up with a sustainable management model using the systems approach tools. Earlier in the study the researcher argued that sustainability in organizations, in this instance, sustainable management, extended beyond environmental and social aspects, but went further and concerned itself with long-term structural and operational aspects of an organization. The key enablers that will underpin sustainable management were also listed. These exhibit the same elements as the different variables picked up from the findings that affected the management of the youth development academies. Having established this as a point of departure, the research findings gleaned from the qualitative and quantitative data unearthed a number of variables that have an effect on the sustainable management of organizations. These were highlighted, and based on these emerging themes which are inter-linked as sub-themes or variables the study delved more deeply to find out how these variables influenced each other. This was in line with the notion of systems approach to sustainable management as underscored by the manner in which the different variables interact with each another in feedback loops.

While Singh (2015) contends that sustainability issues and challenges in an international NPOs are more complex than that of a smaller, locally based NPOs, empirical evidence from the NPOs managing the youth development academies indicate otherwise. This could be attributed to the complex nature of operations and the level of sophistication required to manage such operations, as well as the multitude of stakeholders involved who by the nature of their involvement required a certain level of operational sophistication.

This study having identified that financial stability and the attainment of the organization's philanthropic goals or as is the case mostly, are no longer the main determinants of sustainability, that there are different variables that are influenced by the emergent themes, it became abundantly clear that a management model that looked at all these variables as a sum total of the whole would be more sustainable. This required a reconceptualization of how sustainability management is to be perceived in the non-profit sector.

The title of the study, 'A systems approach to a sustainable management model for the KwaZulu-Natal's Department of Social Development youth development academy', sought to apply systems thinking tools in creating a mental model for the sustainable management of the youth development academies. The researcher used qualitative data to design the causal loop diagrams (CLDs) which Schaffernich (2010) described as 'qualitative diagramming'. These CLDs started from the simple single loop diagrams demonstrating cause and effect to multi-layered CLDs that highlighted how the different inter-linked variables interacted and influenced the behaviour of others in a manner that influenced positively or negatively the organizational behaviour. Upon the design of the sustainable management model based on systems approach, the researcher combined both the qualitative and quantitative results from the findings to ensure that there is validity in the conclusions. Wolstenholme (1999) had concluded that when using systems thinking tools, especially CLDs or Systems Dynamics (SD), in solving complex management problems it is important to use both the qualitative and quantitative data.

Earlier on the researcher provided causal loop diagrams that illustrated from the variables can have a negative effect on the system or organization. Sterman (2006) and Bodhanya (2014), describe the negative feedback loop as a process which when fed back into the system reduces the outputs or causes fluctuations. As illustrated by the findings, the negative feedback which was caused by the lack of knowledge and skills by the NPO boards created a negative influence which had an effect on the positive outputs in the academies.

We have seen the CLD depiction of the interactions of different parts of the system, the youth development academies. The findings pointed the connections between the different variables. Therefore, the CLD illustration sought to highlight the notion of interrelationships and interconnected as proposed in the systems thinking approach as underscored by the findings. But further to this, how these relationships influence the behaviour of each another.

Figure 7.8 showed a representation of a complex dynamic behaviour within the system at a multi-layered level where feedback loops are either represented as virtuous and

reinforcing (+) (R) or balancing (-) (B) loops in a circular causality between the various variables at the youth development academies. The multi-level influences in a multi-layered CLD is a graphic representation of a plethora of variables that feedback into each other as a consequence of the interrelationships, interdependencies and interconnectedness of the various parts of the system and the ways in which the feedback system influences the behaviour of the system.

The researcher, having reflected on the different sources of literature and on the findings from the qualitative and quantitative data analysis, presents the systems approach to a sustainable management model for the KwaZulu-Natal's Department of Social Development youth development academy as shown in Figure 7.9.

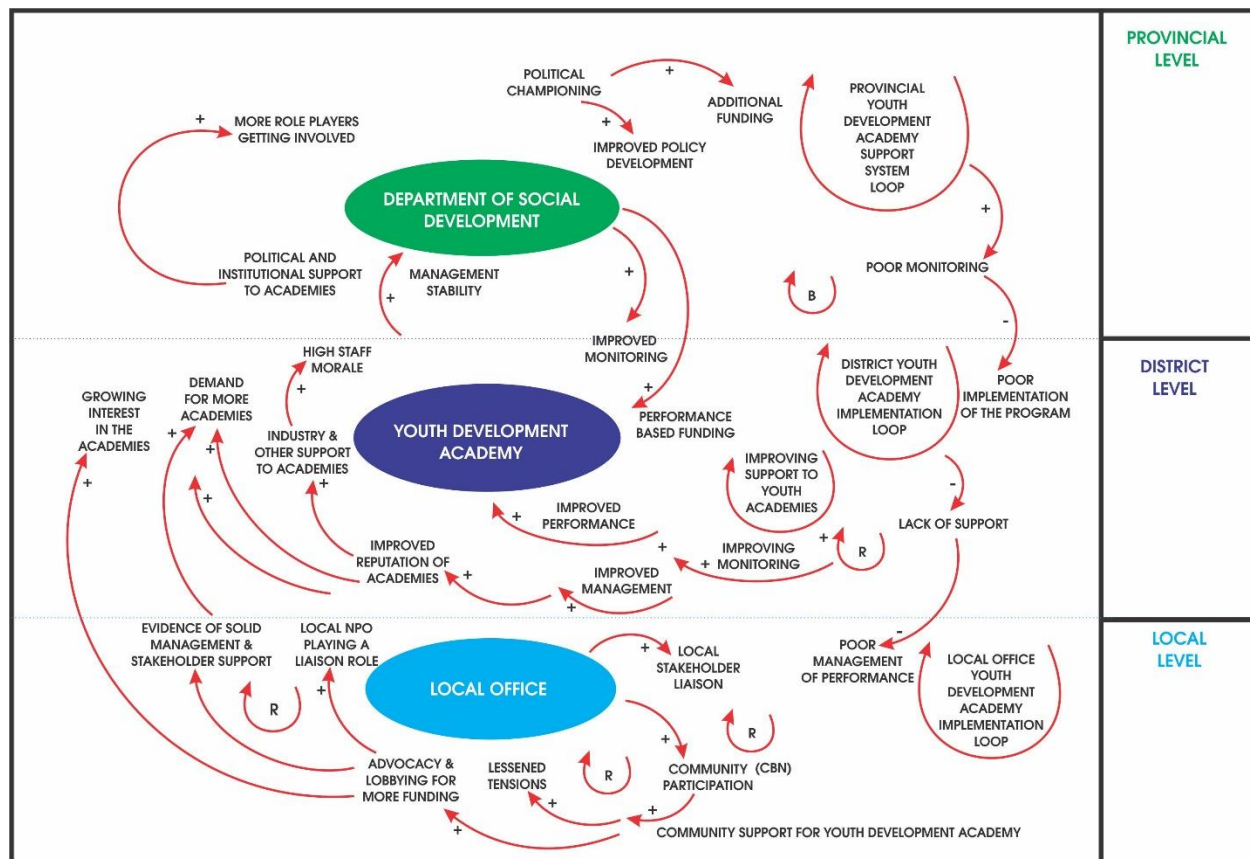


Figure 7.9: A systems approach model for the sustainable management of Youth Development Academies, adapted from Sarriot, et al, 2015

In Figure 7.9, a model with multi-level influences for the sustainable management of the youth development academies is proposed. The model is represented through the causal loop diagram which highlights the interrelationship and interconnectedness between the different variables in the system. The model reflects the multi-level model with multiple layers and influences for the management of the youth development academies in a complex dynamic environment. It responds to the research questions that sought to understand the weaknesses and challenges with the current management processes through the application of systems thinking approach and complexity theory, and finally, using systems thinking approach, find a sustainable management model for the youth development academies.

The model draws from the variety of literature and the themes and variables that emerged from the findings on the data collected through the qualitative means, i.e., archival and official records, focus groups and semi-structured interviews and corroborated through findings from quantitative data. Systems thinking approaches encourage inclusive and participatory involvement of different stakeholders in complex environment in developing CLDs or models (Senge, 2003; Sterman, 2006; Bodhanya, 2014; Singh, 2015) and in this regard during the focus groups discussions, the semi-structured interview sessions and questionnaires participants were probed on the suggested changes to be made to improve the situation at the academies.

The model is located within the systems thinking approach paradigm in the development and management science literature (Geyer and Rihani, 2010; Adam, 2014a, 2014b). Systems approach is premised on peculiar behaviours within a system largely caused by interrelated interactions between parts of agents. There are strands that are welded together through the model, these strands emanate from the dichotomous contradictions between how the government departments operate and the philosophical orientations of NPOs. To weld together these contradictions, the iceberg systems archetypes (Leadership Dialogue, 2017) were used as a mental frame to discern underlying conditions that might have an effect on the overall behaviour of an organization. The

Stacey Model (2010) was also used to gain a better insight into dealing with complex management problems. It posits that complex dynamic environments with multiple role-players are better understood and managed from a systems-wide approach, and that sustainability of management processes have better prospects within such an approach. The researcher adopted the sustainability approach for the study when developing the sustainable management model for the youth academies because of its adaptability to different contexts and because its suitability for complex environments involving development and management disciplines. The context of youth development academies lands itself well within the sustainability framework where government, the non-profit organizations and community is involved.

In Figure 7.9 is an illustration through a causal loop diagram of how the youth development academies should be managed in a complex dynamic environment with multiple stakeholders. The complex relationship between the various role-players involved in the youth development academies is highlighted through the multi-level causal loop model. It is aligned to the three-tier level of provincial government configuration.

The systems approach to a sustainable management model for the youth development academies posits thus:

- **The Provincial Head Office:** is responsible for the political oversight of the department, the macro-level policy planning and development, resource allocation, institutional capacity support and exercising management oversight over all institutions and programmes through policies and monitoring. As explained in the founding exposition of the CLD, this is a representation of a complex dynamic behaviour within the system at a multi-level where feedback loops are either represented as virtuous and reinforcing (+) (R) or balancing (-) (B) loops in a circular causality between the various variables. Since the feedback loops represent the circular causality and the way in which this influences the behaviour in the system, this will ensure political support for the implementation of the youth development academy concept. The model entails the provincial head office providing policy direction and allocation of resources for the academies. The

provincial tier of the model involves the management oversight of the programmes and resources, including the youth development academies. As previously explained, the (+) sign at the end of the arrow next to the variable indicates that the change is in the same direction, for an example, an improvement in the political and institutional support to the academies will result in more role-players interested and willing to get involved and to play more meaningful role. The same will apply to management stability leading to improved monitoring, leading to improvement in management performance thus leading to additional funding and other resource flowing to the academies. Better policy development and oversight will help improve management oversight and stability over the academies thus improving performance. The poor monitoring of the academies is likely to lead to poor performance thus having a spiral effect on the management of resources, programmes and affecting stakeholder interest. The lack of support from the provincial office affects programme delivery and leads to poor performance.

In instances where there is a (-) sign at the end of an arrow next to the variable that will be an indication that the change is going towards the opposite direction, for an example, an increase in levels of poor monitoring causes and decrease in performance and achievement of results, thus leading in poor reputation of the academies. A reinforcing loop, indicated by an R and curly arrow, is one where the effect of an increase or decrease in a variable is magnified over time and based on a number of iterations. A balancing loop, indicated by a B and a curly arrow, is where the effect of an increase or decrease in a variable is resisted over time and by iterations;

- **The District Office:** in the CLD on Figure 7.9 the Youth Development Academy is located at the same level as the District Office or middle level. This is because in the sustainable management model of the youth development academies within the systems approach paradigm, it is proposed that the youth development academies be managed from the district office level. Due to the overarching nature of the youth development academy concept, the overseeing thereof is pitched at

the district level. This is premised on the level at which the youth academies operate, where to a large degree interact with other supporting departments and entities at a district level (Youth Development Academy Conceptual Framework, 2013). This means that the Centre Manager at the academy will report in a straight line to the District Director and in a dotted line to the local office for local issues. The district office in this model is responsible for translating provincial policies into action plans for institutions (youth development academies) and programmes (youth development programmes). The district level is responsible for the meso-level policy implementation, policy monitoring, the allocation and management of resources, monitoring of programme delivery at institutional levels and monitoring the utilization of resources. The different variables at District or Youth Development Academy level are either represented as virtuous and reinforcing (+) (R) or balancing (-) (B) loops in a circular causality between the various variables. The (+) positive feedback from improved implementation of management functions results in improved capacity for monitoring performance, resulting in improved reputation, leading to more role-players willing to get involved, resulting in more resources allocated to the academies, leading to improved staff morale and achievement of results. Wherein there is (-) feedback it inevitable means poor management controls will lead to malfeasance, poor management controls resulting in poor staff morale, leading to poor performance and causing reputational damage;

- **The Local Office:** this level in the model is the micro-level where policy implementation occurs. It is at the coal face of service delivery and deals directly on a daily basis with the different stakeholders. At local office level lies the responsibility managing local stakeholders and their interface with the youth development academies. The local office, under the guidance of the district office, has the responsibility of harnessing the inputs of the local stakeholders and aligning these to the youth academy programme objectives and channelling these appropriately. As highlighted earlier, the findings from the data overwhelmingly indicate the preference of many participants and also based on the documentary

evidence, that the NPOs should not play a direct governance role. According to the findings this role should be played by the Department of Social Development. The findings suggest that the NPOs should play a liaison role in the governance of the academies, providing a link between the academies and the community in a community-based management model. This will further enhance community participation, provide a platform for the community to raise issues and improve advocacy. This governance role, as the findings suggest, should not have fiduciary powers or management oversight responsibilities.

The improved community involvement will improve ownership and acceptance of the existence of the academies in the local communities. This will lesson tensions between local leadership, local communities and the academies in a reinforcing loop (+) (R). However, this improved reputation of the academies enhances the prospects of more funding coming into the academies, more projects initiated and more students wanting places in the academies. In the causal loop diagramming this becomes a balancing loop (-) where the positive output is returned into the system and creates a balancing (-) (B) loop.

The study, through the sustainable management model for the youth development academies, proposes a shared governance model with the NPOs who are community representatives, as argued for by Provan (1995), Echols (2005), Schalk (2009), Hsueh (2010) and Klijn (2013), where there is a clear segregation of roles and responsibilities in a complex environment where there are multiple stakeholders. Earlier in the study, based on various writings, the researcher concluded that shared governance is often a response to complexity, has diffusion characteristics and provides a balancing effect in a highly contested environment where there are sharp hierarchical and stratified bureaucratic arrangements and where there are discordant ideological positions.

Gustav (2015) provides more explanations as he stretches the concept of shared governance through the notion of decentralized governance, which posits that for shared governance to work effectively there has to be decentralized governance. This aligns with

the three tier structure of government where there are clear delineation of functions. The shared governance in a diffused arrangement for the youth academies refers to the community getting involved through the NPO which represents them.

According to Young (2013), the distributed leadership theory and shared governance provides opportunities for distributed problem-solving mechanisms in a complex multi-stakeholder environment and this is complemented by the systems approach, which looks at complex situations as wholes made up of several parts.

These theoretical explanations have to be seen against the evidence in the findings that suggests that while the NPO boards have not contributed to the effective management and growth of the academies, they should still have a role in the academies through a community liaison structure in some form so that the local communities can be consulted and become involved in the affairs of the youth development academies.

The systems approach is critically important in the management of organizations in complex environments, and as the level of complexity increases so does the management thereof. It therefore requires a greater level of technical skills and knowledge to succeed in such conditions. Complexity theory, as argued in Chapter 3, is premised on non-linearity and cause and effect do not occupy the same time and space. Corrective actions taken by management in one part of the system are often ineffectual, as the initial conditions that created the problem are elsewhere in the system. More often than not, if such an approach is adopted, the corrective actions taken in some little corner are ineffective because the problem lies elsewhere and linear approaches therefore become inconsequential. Vertical, hierarchical and horizontal geographic complexities in a system have to be taken into greater cognizance when attempting to resolve managerial challenges in a vastly complex environment. The systems thinking approach allows managers and those in leadership positions to see organizations as a 'whole' rather than as parts, but as interdependent, interrelated and interconnected parts (Senge, 2003; Jackson, 2005; Bodhanya, 2014). The temptation to opt for quick solutions to an indefatigable challenge can provide short-lived relief, but the problem might resurface further down the line because of the expediency of short-termism, thus reinforcing a spiral

and a cyclical quagmire in management. In Marquadt (2000) and in Bodhanya (2014) a postulation of short-termism and reductionist approaches to management problems highlights limiting the context to the problem itself as highly problematic as opposed to examining the broad context in order to understand the problem and its potential solutions.

According to Senge (1990), the multitude of variables existing in complex systems become causally related in feedback loops with which they interact. Some of the systems thinking authors, namely Kim (1992), Senge (1990) and Senge (1994) have described the causal loop as a tool that helps in understanding complex managerial problems by looking at the entire system as opposed to looking at individual parts. Jackson (2003) views causal loops as part of system dynamics theory with a range of variables, such as systems archetypes in a complex system that provide a feedback mechanism through a series of positive and negative feedback loops. Jackson explained the system archetypes as mechanisms that offer recurring combinations of reinforcing and balancing feedback and comprise one or more loops with a story line and patterns of behaviour that offer structure for effective interventions.

This view is supported by Schaffernich (2010), who describes causal loops as a 'qualitative diagramming language' used to provide feedback. This interaction helps in understanding the systems relationship, the interrelationship with the environment and the cause and effect of particular phenomena. Neely & Walters (2016) describe causal loops diagramming or CLD as a tool that presents the dynamic influence of various factors that influence the system behaviour.

The feedback loops in systems thinking can be reinforcing and show positive feedback or sometimes reinforcing as well as balancing, to indicate both positive and negative feedback in a cause-effect relationship.

7.5 CONCLUDING REMARKS

The management of the youth development academies is a complex process that can neither be understood exclusively in isolation from other contributing factors as outlined in Chapters 1, 5 and 6 of this study nor through a single and linear definition outside the context in which it is explained. The challenges surrounding the management of the youth development academies demands a systems thinking approach that takes a comprehensive look at the multitude of stakeholders, processes, systems and policies using literature, theories, context and evidence from the data that has been produced.

This chapter provided contextual factors that resulted in the claims made hereunder.

- Poor governance oversight causes paralysis in the management of the academies.
- The lack of skills and training results in role confusion and an inability to execute functions properly.
- Lack of skills, lack of training, role confusion and poor management result in poor performance and non-achievement of targets and objectives.
- Environmental contexts for the youth development academies pose the risk of interference by external stakeholders.
- Employing causal loops dynamics enables us to systematically identify causal factors of management problems.
- Ralph Stacey and CATWOE models can be used to deal with complex management challenges.
- The systems approach offers opportunities for a sustainable management approach for the youth development academies.

The next chapter provides the conclusions, final recommendation and the extent to which this study responded to the research questions.

CHAPTER 8

CONCLUSION AND RECOMMENDATIONS

8.1 INTRODUCTION

Chapter 7 provided in-depth discussions on the key findings of this study and went on to provide some theoretical underpinnings and explanations of these findings. When presenting the key findings these were accompanied by cogent arguments using literature and key perspectives gleaned during the analysis of data generated. In the course of the data analysis, and through the use of some key theoretical constructs from the theoretical framework underpinning this study, further theoretical insights into the complexity of managing the youth development academies were developed.

In this section of the study, which is the final one, focus is paid to what was the intended to be achieved in this research project with the intention of elucidating what has been accomplished through the research process, the rationale for the study, the main objectives and key questions that provided the overarching frame for the study. Thereafter, the significance of the study in the light of its contribution to new knowledge particularly in the discourse of applying systems approach to managing state-owned and funded institutions which are managed by agencies is discussed followed by a presentation of the summary of recommendations arising from the findings of this study and possibilities for further research.

Finally, the study identifies the limitations of the study with regards to what it was able to achieve in terms of the research objectives and what it was not able to accomplish.

8.2 BACKGROUND TO THE STUDY

In the introductory chapter of the thesis it was mentioned that youth development environment globally is characterized by complexity, constant changes, unpredictability, contestation, diversity and divergent views of different stakeholders. It was also highlighted that one of the key challenges faced by youth is the high unemployment levels

caused mainly by the lack of skills to participate meaningfully in the mainstream economies of their countries. In South Africa this is further exacerbated by the legacy of the past policies of racial segregation which created huge socio-economic inequalities which the successive post-apartheid administrations after the advent of a democratic dispensation are still grappling with. Further to this were challenges caused by the slow economic growths which do not produce jobs fast enough to absorb the unemployed young people. This has serious socio-economic repercussions as this more often than not contributes to unemployment, social ills as substance abuse, teenage pregnancy, HIV and AIDS and crime.

It was then highlighted how KwaZulu-Natal provincial administration, in response to these challenges faced by young people, established the youth development academies in 2012. These are innovative institutions that provide behaviour change and vocational skills development programmes for vulnerable young people in an effort to deal with youth development in a holistic manner. The environment in which the academies exist is characterized by a rich 'ecosystem' of stakeholders which include the national, provincial and local government, traditional leadership, the local communities, the boards of NPOs managing the academies, the NPO staff and the social cooperatives operating in the academies. This creates complex management challenges for the youth academies as there is a constant interplay of divergent views on how the youth academies should be managed which are mainly caused by contestations for influence and control by the various parties.

The complex management challenges resulting from contestations for influence and the role confusion is evidenced by the Department of Social Development's Monitoring and Evaluation Reports (2014 and 2015) identified the lack of achievement of performance targets, lack of capacity, weak governance measures and serious management and leadership challenges by the NPOs as the main hindrances in achieving success by the youth development academies. The Auditor-General's Management Report for the Department of Social Development (2014; 2015) and the KwaZulu-Natal Provincial Treasury Youth Development Quality Assurance Report (2015; 2016) also found the same challenges as those identified by the DSD monitoring and evaluation challenges.

The rich ecological interplay between the various stakeholders creates a complex and dynamic environment for the management of the youth development academies. From the observations of the complex challenges at the academies and from archival and official reports it became clear that a creative methodology or approach was required to understand such phenomenon adequately and offer cogent solutions. To address these management challenges, the study sought to use the systems approach as a sustainable management measure to address the complexity within which the management of the youth development academies has to be performed. The use of the concept of 'sustainable management' is more common in the discipline of environmental management and development. In this instance, it is used as to capture the ecological interplay of the various stakeholders who have a direct or indirect influence in the management of the academies for the long-term sustainability of these institutions.

There is a need for a management approach that recognizes these contextual and environmental challenges that will be sustainable. Sustainable management in this regard refers to a long-term sustainable approach to managing the youth academies. Various writings arguing that organizations need to adapt quickly and effectively to the constant changes in their environments in order for them to remain sustainable were cited in the study.

8.3 REVISITING THE OBJECTIVES OF THE STUDY

The specific objectives of the study were to:

- Identify the current management processes of the Youth Development Academies;
- Examine the paradigmatic foundations that inform the current management processes of the Youth Development Academies;
- Apply the systems thinking approach in the identification of the weaknesses in the current management processes; and
- Using the systems thinking approach suggest a sustainable management approach that combines the interests of government and other stakeholders in the management of the Youth Development Academies.

The specific research questions were:

- What are the current management processes at the Youth Development Academies?
- What are the paradigmatic foundations that inform the current management processes at the Youth Development Academies?
- Through the application of the systems thinking approach and complexity theory, what are the weaknesses and challenges with the current management processes?
- Through the lens of systems thinking approach, what would be a more sustainable management approach for the Youth Development Academies?

8.4 CONCLUDING PERSPECTIVES ON THE MANAGEMENT OF YOUTH DEVELOPMENT ACADEMIES

In responding to the research questions the study found that there were two youth development academies, one in the uMkhanyakude District, within the uMhlabuyalingana Local Municipality, called Isicabazini Youth Development Academy. The other one called Vuma Youth Development Academy in the King Cetshwayo District, in the Umlalazi Local Municipality in the province of KwaZulu-Natal, South Africa. The two academies were based in the rural parts of the province of KwaZulu-Natal. They were owned by the Department of Social Development but managed on its behalf by NPOs as implementing agents. These NPOs were run by boards elected by the local communities to represent their interests. There were a number of stakeholders who, depending on their responsibility, had a direct or indirect role in the functioning of the academies. These stakeholders included the Department of Social Development, several other government departments that supported the academies, the NPO boards, the academy staff, the social cooperatives working within the academies, private sector service providers, the local municipalities where the academies were based, the local traditional leadership as well as the local ward councillors.

The above research findings indicate a complex network of relationships that exist within the environment in which the youth development academies operate. This rich tapestry

of interrelated and interconnected sets of socio-ecological parts creates the complexity in the management of academies. The rationale for the study had been based on the quest to contribute empirically and theoretically to the creation of understanding of sustainable management model for the academies following the monitoring reports by the Department of Social Development in 2014 and 2015 which identified the lack of achievement of performance targets, the lack of leadership and managerial capacity and weak governance measures by the NPOs as the main hindrances in achieving success by the youth development academies. These reports were further corroborated by the Auditor-General's Management Reports for the Department of Social Development (2014; 2015) and the KwaZulu-Natal Provincial Treasury Youth Development Quality Assurance Report (2015; 2016) which also found the same challenges as those identified by the DSD.

While the responsibility for the poor performance of the academies rests squarely with its management and the boards, there are other parts of the academy that play a significant role in the life of academies. The role of the community, the local traditional leadership and local government councillors could not be ignored. The uniqueness of the implementation model for the youth development academies presented a dynamic complexity for the management thereof and required a different approach.

The normal linear approaches to management found in a lot of management literature were clearly not going to be effective in such a complex environment. The findings indicate the existence of a complex relationship between stakeholders who had different interests to pursue. To overcome this challenge and to obviate the total failure of the management of the academies, the study sought to identify causes of the failures. The theoretical basis for the approach to deal with the management failures was the systems thinking approach. The researcher, in order to unravel the management challenges, examined the youth development academy from a systems thinking lens. This approach placed the youth development academy at the centre of the system. Systems thinking places emphasis on synergy, interdependence, interconnections within an organization and between the organization and its environment (Senge, 2003; Bodhanya, 2014). It looks at an organization as a living organism which continuously interacts with its

environment and reacts to the different environmental stimuli and that reaction does not follow linear predictions.

The general theoretical distinctions, classical and humanistic theories prescribe organizational behaviour, organizational structure or managerial practice and emphasize prediction and control. They are linear and mechanistic. The study argues that the failure of many organizations can be attributed to the dominance of linear, reductionist and mechanistic approaches to management. From a systems thinking perspective it can be argued that the approaches that contribute to failure of management processes ignore the embedded dynamic and complex nature of modern organizations and their environments, including political, socio-economic, technological, and regulatory factors.

The study used the causal loop diagramming techniques to qualitatively examine the causes of certain behaviours in the system of academies through feedback loops that represent circular causality between model variables through positive reinforcing or balancing or sometimes negative feedback. This was supported by the quantitative data analysis which indicated that at the heart of the management challenges in the academies was the failure to discharge oversight functions by the boards.

8.5 THE ROLE OF GOVERNANCE IN THE MANAGEMENT OF ACADEMIES

As alluded earlier on, the implementation model for the youth development academy concept was based on using NPOs as implementing agents. This was outlined when the agency theory by Van Puyvelde (2013) was presented. The agency theory applied against the backdrop of the systems approach highlighted that management processes, systems and procedures are at the heart of the interconnected network of relationships around the youth academies. Using the causal loop diagramming, the study found that the malfunction of one part of the system has serious ramifications for the functioning of other parts, and thus the whole system. When governance aspects are ignored, management oversight is seriously jeopardized. This has serious implications for the management of resources where there might be corruption and fraud, wasteful and fruitless expenditure as a result to lack of risk mitigation strategies, leading to damage to the NPO reputation, loss of confidence by funders and donors in the leadership and

management ability, poor staff moral within the NPO and thus the youth development academy. This loss of reputation and integrity could lead to loss of funding.

Both the qualitative and quantitative data analysis indicated that the boards had not contributed to the growth of the youth development academies. The findings identified failures by the boards to exercise oversight over crucial management functions such as finance, human resources, assets and programme delivery. The study highlighted the critical importance of upholding the values and principles of governance. This view is supported by several writers on the increased vigilance about governance matters in general (Bang & Esmark, 2013; Baatjes, 2013; Ekundayo, 2017; Bodhanya, 2018), who suggest that if this is ignored through the pursuit of instrumentalist and reductionist approaches it would have telling effects on the effectiveness of management in organizations. The suggestions by an overwhelming number of participants in the study that the youth development academies should be directly managed by the Department of Social Development with the NPOs playing advisory and liaison roles between government and communities indicate how the leadership weakness within NPO boards contributed to the management challenges.

8.6 SUSTAINABLE MANAGEMENT FOR IMPROVED PERFORMANCE

The study highlighted how sustainable management would contribute towards the overall improvement of general performance in the academies. These were systematically dealt with as the study meticulously went through the various themes, the variables and data collected through focus groups, interviews and surveys. The causal loop diagramming approach helped to tease the causal factors to some of the systemic failures.

The use of CLDs provided a tool and a framework to gain deeper insights into the management challenges at the youth development academies, and this in turn enabled the researcher to identify the underlying factors and the feedbacks involved and how these could be used to propose a sustainable management model for the academies. The CLDs enabled the identification of the different variables that exist in the youth development academies' operational environment and provided the tools to allow the influences of such variables on each other to be explained. The different CLDs allowed

for the identification of the variables and their feedback influences and underscored the fact that sustainable management as an emergent property, as a phenomenon that is dynamic, adaptable and not static.

In Chapter 2, the researcher defined social systems as made up of individuals and groups who make decisions for themselves and others. These individuals or agents can never be assumed to be homogenous. The researcher's description held that complex social systems exist where there is an intersect of diverse and heterogeneous agents that are bound by a common purpose and whose behaviour constantly changes over time due to the feedbacks operative within such systems. The CLD tools were able to capture that through the system archetypes which were helpful in revealing the underlying and possible unintended or negative side-effects of the policies and actions taken by the agents or NPOs.

While cognizant that in a dynamic complex environment the processes might not be linear and predictable but the exercise helped to highlight aspects that might require closer attention to improve governance and managerial effectiveness at the academies. In the main, it emphasized the vital importance of using the systems approach perspective to gain a better understanding of how the management of the youth development academies should be dealt with. It emphasized the importance of how the behaviour of parts of the system can have serious implications for the performance of others thus causing management failures.

8.7 SUMMARY OF RECOMMENDATIONS

From a theoretical point of view, there are two major contributions to the literature that are made. Firstly, because the applicability of agency theory to non-profit governance is hindered by the presence of multiple principals (for example, board members, community, staff, social cooperatives, local leadership), a more comprehensive governance framework needs to be developed by combining systems approach, agency theory, shared governance and distributed leadership theory. Secondly, one way in which non-profit organizations may reduce their governance problems is to attract high calibre, appropriately skilled and committed individuals to their boards to perform altruistic

functions through oversight. However, as suggested by the majority of respondents, the suggested institutional governance arrangements should be a consultative one through the creation of a liaison structure for community participation. Thirdly, the study proposed a sustainable management model for the youth development academies where roles and responsibilities are clearly defined within the three-tier government configuration. In the proposal the NPOs do not have direct governance role but play a community liaison function as a form of a shared governance arrangement.

From an empirical perspective, this thesis contributes to the existing literature by using discrete choice experiments to investigate the preferences of board members, managers, and employees in nonprofit organizations. The choices made by the majority of respondents indicate the preference for the changes in the institutional arrangements and mechanisms for governance of the academies. These changes suggest the preference of a stronger governance framework directly driven by the government, through the Department of Social Development to deal with the complex managerial challenges and contestation by various stakeholders. The community voice in the proposed model, gets amplified through a formal liaison structure.

8.8 SIGNIFICANCE OF THE STUDY

The study significantly contributes to the growing body of knowledge in the management of non-profit institutions in general, the understanding of management challenges in partnerships between non-profit organizations and the state, and more specifically the management of youth development academies within a complex multi-stakeholder environment. The study suggests strategies to deal with managerial challenges through non-linear approaches that are cognizant of the unpredictable nature in the behaviour of parts of the system.

The significance of the study can also be found where it makes theoretical empirical contributions to the existing body of knowledge through the use of complexity theory to gain a better understanding of the managerial challenges caused by the complex dynamic relationships of stakeholders involved in the academies. The study suggests the use of systems theory to be in a better position to understand the youth development academies

as a system made of different parts in a complex network of interrelated and interconnected relationship. Using empiricism, the study applied the causal loop diagramming techniques to understand the relationship of the various parts and how their behaviour contributes to the overall system performance. This is significantly important as it was able to identify linkages with a systems approach to the management of NPOs and the sustainable management model of the youth development academies. The literature in the field of development and management enables the study to draw inferences from the findings based on qualitative and quantitative data from the population of the Department of Social Development youth academies. The recommendations suggest a systems approach to managing youth academies in a complex environment where there are multiple stakeholders. The recommendations, through a causal loop diagram, suggest a shared governance model in a multi-level relationship between the different stakeholders based on clearly defined roles and responsibilities. While the findings of this study are limited to the youth development academies under the Department of Social Development in the province of KwaZulu-Natal, South Africa, in which they were generated, they can be used to provide valuable scholarly insights into other similar environments and contexts.

Finally, the study makes a significant contribution to the management literature and practice by suggesting the use of systems approach to deal with complex management issues in a multi-stakeholder environment.

8.9 LIMITATIONS OF THE STUDY

As indicated in Chapter 2, the study was specifically focused on the challenges facing the management of the youth development academies under the Department of Social Development in the province of KwaZulu-Natal, South Africa.

In the same chapter it was highlighted that there are many different types of youth academies ranging from sports, church, industry-specific and army related ones. They operate on different ethos and their models differ from one to the other depending on what their objectives are. It is critically important to reiterate what the study sought to investigate.

The study deliberately looked at the causes of poor management at the academies and how this deficiency affected the effective and efficient functioning of the academies. It deliberately excluded issues such as the efficacy of the academy model, the merits or demerits of the subject choices.

In this scholarly journey new lessons are learned, new skills are gained and new knowledge is attained. During this study it was the first attempt by the researcher to use the CLD tools to identify the causal factors for the management challenges in the youth development academies and to develop a sustainable management model from a systems approach perspective. It is generally recognized and this was confirmed during the study that constructing CLD models require a certain degree of expertise and experience. The CLDs were constructed from the variables emanating from the data collection and analysis, and based on this a sustainable management model was developed. Even though these CLDs were able to succinctly capture the essence and serve the purpose of the study there is always room for improvement.

8.10 AUTOBIOGRAPHICAL REFLECTION

While the initial motivation for undertaking this study was mainly driven by the desire to gain the highest academic qualification in the qualifications structure, this later became an enriching and invaluable learning experience. Pursuing this study enabled the researcher to deeply engage in the research process which helped a great deal in gaining deeper insights of research.

Undertaking research can be very intimidating and daunting. As the research proceeds through the various stages it can be quite a messy, tedious and a reiterative process. This requires planning, project management, stakeholder management, people management and negotiating skills. It teaches tenacity, discipline and more importantly hard work.

Even though the research process can be extremely frustrating and sometimes lead to helplessness and depression, it is a rewarding educational experience at this level. This

study has provided opportunities to gain valuable knowledge, skills and experiences that shall stand the researcher in good stead in the future both as a scholar and a practitioner.

The research journey which was arduous at times, has taught the researcher skills to articulate positions, challenge and constructively critique arguments and claims with confidence, backed by literature, theory and evidence, particularly on discourses relating to youth development academies, management challenges and a variety of theories pertinent to management and practice.

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ANNEXURE A: LETTER FROM THE LANGUAGE PRACTITIONER



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TO WHOM IT MAY CONCERN

I, Redène Steenberg, declare that I have done the language and technical editing of the thesis of:

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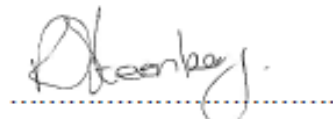
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Submitted in fulfilment of the requirements for the Degree of Ma Doctor of Philosophy in the Graduate School of Business and Leadership at the University of KwaZulu-Natal.

Any other queries related to the language and technical editing of this dissertation can be directed to me at 076 481 8341

Signed at Port Elizabeth on 29 November 2018.



Mrs R.N. Steenberg